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ABSTRACT

This practicum evaluates the institutional committee structure at Fresno City College (FCC), compares it to other or alternative structures at community colleges in California and New Jersey, and reports the attitudes and perceptions of faculty, administration, staff, and students about the effectiveness of the institutional committee structure as a governance device. After examining the significance of the problem of committees and governance structure at FCC, the procedures for the surveys are set forth. To examine governance structures at other schools, 16 community colleges of various sizes and locations were examined. After a close study of the FCC committee structure, 88 faculty, staff, and students were polled on their attitudes toward the effectiveness of committees at FCC; 67 responses were elicited. Dissatisfaction and discontent with the typical administratively-controlled committee structure is clearly demonstrated. A number of primary dissatisfactions are reported and reaction to proposed alternatives are solicited from survey respondents. Reform of the current system, establishment of a joint system of faculty-administration appointment of committee members, and the establishment of an all-college or unicameral senate as an alternative to a committee system are discussed. Percentage responses to key questions of the staff survey are reported, and recommendations are made. (Author/AH)

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THE EFFECTIVENESS OF INSTITUTIONAL COMMITTEES AS GOVERNANCE DEVICES: PERCEPTIONS OF PERSONNEL AT A PUBLIC COMMUNITY COLLEGE

by

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Fresno City College

A PRACTICUM PRESENTED TO NOVA UNIVERSITY
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I. INTRODUCTION

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Few enterprises organized for productive work can number among its staff as many highly trained, intellectual, articulate, task experts as can education. In higher education especially, the faculty, which comprise usually from 80 to 90 percent of the total work force, are the foremost experts in the basic enterprise of the organization: the teaching of the students in the classroom setting. Yet, this tremendous reservoir of talent, skill, and knowledge is woefully underutilized in many collegiate institutions in determining the basic direction and policy of the institutions in which they work.

In community colleges, with their heritage of secondary school administrative practices and, often, a faculty drawn mostly from secondary schools, this waste of talent is especially pronounced. Victor Baldridge of Stanford University in a study of governance structures at 300 colleges and universities has established that two-year, public community colleges tend to have the lowest amount of faculty participation in governance[1] and Morris Keeton concludes that community colleges are characterized by "secondary school attitudes (on the part of administration) and relatively undeveloped patterns of professionalism among faculty. . ."[2]

The resultant underutilization of faculty in governance in community colleges is particularly odious since community colleges tend to be the institutions of higher education most attuned to their communities and with the greatest possibilities for innovation and change. Without a system of governance that makes full use of the faculty the process of change and planning for institutional change is, ironically, determined by the administration rather than by the faculty, the group most attuned to the day-to-day exigencies of the educational process

and best equipped to develop creative new strategies for responding to emergent needs of the community and the society.

A major vehicle for reaping the harvest of faculty talent in determining institutional direction and policy is the committee structure. All colleges have them and most colleges use them to advantage in tapping, in varying degrees, the talents, skills, creativity, enthusiasm, and knowledge of the educational process of faculty. Far too many colleges, however, especially community colleges, maintain such tight administrative control of the committee structure that they undermine the whole intent of this supposedly democratic form of governance.

Not only are committee recommendations sometimes ignored or summarily overruled by administrators or administrative bodies, but committee structures are also often totally dominated by administration through a stranglehold on committee chairs and simple administrative numerical dominance.

The result of such systems is devastating and debilitating for an institution. Faculty become disenchanted and refuse to participate in what they see as a "no win" situation. The tendency is for older faculty, who have played the committee game and seen its stunted harvest, to simply become "governance dropouts." The result is that the most able and experienced resource of an institution, its experienced faculty, seeks self-actualization through non-job related experiences or in the theoretical and serene refuge of the classroom.

The administration often does not regard involving faculty in meaningful participation in governance as a high priority. The tendency is rather to regard faculty consultation, as Kingman Brewster has said, as a drag on decisive action. Administrations, however well-intentioned, opt for control when such a course is open to them, and tend to perpetuate a system of administrative dominance of committee systems when it is possible to do so. The facade of democratic process, after all, exists as long as the committee structure exists

in any form.

The problem then is to break the logjam created by the administrative tendency to retain power through control of the committee system and the reluctance of faculty to participate in a "no win" game. This can only be done by a reform of the committee structure that makes participation by a faculty meaningful and rewarding and by an act of faith on the part of administration. Clearly, the administration must create a climate that enhances faculty participation, not one that chokes it off or stymies it.

The defenses of traditionalism, local and board conservatism, a brushfire, day-to-day crisis orientation, and the conception of power and authority as a "zero-sum" game must be rejected by the administration. They must be replaced by a conception of campus power as monolithic rather than oligarchic or pluralistic and by a shared mission orientation for the institution that is clearly understood by all members of the college community.

Faculty are not, of course, blameless in allowing a system that robs an institution of its largest resource to be perpetuated. Faculty and non-administrative staff must become mission-oriented and must be an integral force in determining what the institutional mission shall be. Unless faculty are willing to devote their time and energy to the governance function of the college they tacitly sanction the administration-dominated structure that exists. As William P. Fidler has written: "Those who prefer to be treated as hired hands are likely to be honored by this preference."[3]

No climate of cooperation on the part of administration, faculty, and staff will bear fruit unless an appropriate vehicle is available to effectively channel the comingling attitudes and ideas of the different segments of the institution. The purpose of this practicum is to study in detail the existing committee structure and to make recommendations for an improved one or an alternative system

of establishing genuine collegial shared authority as a governance system on this campus.

What follows is an attempt to examine the symptoms of governance dysfunction at a public community college probably typical of many such institutions. What will, we hope, grow out of the study will be some supportable plans for reform and, at the very least, a heightened sense of the inadequacies of the existing committee structure and a climate that will promote further study and reform with the active participation of faculty, staff, and administration. The unacceptable alternative will be business as usual in a society where change is the only constant.

II. BACKGROUND AND SIGNIFICANCE

II. BACKGROUND AND SIGNIFICANCE

The college governance process at Fresno City College is largely determined by environmental factors and tradition. The environmental factors that affect governance are such things as community attitudes toward education, enrollments, faculty market and general financial support.[4] In the days of increasing enrollment our faculty participated in district budget analysis. This is not so now.

Traditionally the governance structure has followed the recommendation of the State Chancellor who writes in 1974:

> "Faculty should participate in campus decisions affecting curriculum and personnel. Faculty should be consulted in such decisions but participate in advisory rather than decision making capacities."[5]

No mention is made of faculty participation in the preparation of a campus budget nor in the planning of building facilities. The degree to which faculty are able to participate in campus decision-making that will affect their lives and working conditions is kept carefully in rein, presumeably on the basis that faculty objectives do not coincide with institutional objectives. Advisory roles carrying no political clout have often aborted faculty suggestions and recommendations in the past. Such issues as credit-no credit classes, or a forgiveness policy, or development of a senior citizens advisory committee, all have been tabled or defeated in the recent past by campus administrative officials. Lacking influence, faculty advisory representatives on committees and other bodies quickly become discouraged and become notorious for their absentee records.

MacGregor's theory X is the most dominant form of campus and business governance.[6] Governance at Fresno City College falls somewhere between #2

and #3 on the Likert Scale, that is, between benevolent-authoritative and consultative.[7] This is apparently the state norm.

Legislative, executive and judicial final authority locally rest with the board of trustees. The board consists of seven trustees elected every four years who vote on the recommendations from the superintendent's cabinet. Also usually present, are the campus architect, the public information officer, the dean of instruction, faculty senate presidents plus representatives of the press, business leaders vying for construction contracts, representatives from the taxpayer's association, and an occasional member of the faculty, staff or public. Students are rare.

The superintendent's cabinet in the multi-campus district of which Fresno City College is a part, consists of the superintendent, two assistant superintendents, the director of district classified personnel and the two college presidents. There is no faculty representation on this committee, not even when faculty matters are discussed. The faculty point of view is carried to the cabinet by the college president. The function of the superintendent's cabinet is to prepare the board agenda for its next meeting, and look after all aspects of college governance and administration.

The internal college governance structure has the executive, legislative and judicial branches all controlled by administrative officials. The faculty, through faculty senate, is consulted about policy revisions and occasionally administrative regulations. By law, faculty have a right to petition a hearing by the board of trustees, and by policy faculty present their recommendations to the superintendent through the president. The faculty are expected to make their opinions known through channels which means through higher management personnel, each of which react to the faculty request in administrative committees without faculty presence. In practice, however, when a change in

policy is sponsored by the superintendent, the faculty senate negotiates their position through the assistant superintendent of instruction who is invited to attend the senate hearing meeting, as for example on a policy establishing teaching assignment principles or the establishment of an earlier academic calendar. When the senate sponsors a policy inauguration, support is often solicited from the instructional deans before presenting the proposal to the president's cabinet. Once it has gained support at the president's cabinet, then it is carried to the superintendent's cabinet for further examination before the superintendent considers whether to recommend it to the board for approval. Faculty recommendations of course can always be rejected. Faculty recommendations and initiative can be deterred by administrative fiat or deftly outvoted by strong administrative representation on committees, or stifled through the lack of time and secretarial support. Faculty committee representatives often become uncooperative and recalcitrant.

The executive function of the college is vested in the president of the college. He is responsible to the superintendent and the board of trustees for the operation of the college. His decisions are made in accordance to board policy and provisions of the budget. In practice, there is considerable consultation with committees, and delegation of authority to four specific deans, through college regulations. These are the dean of instruction, the dean of students, the dean of special services and the dean of evening and summer sessions. The president meets once a week with the president's cabinet, which is composed of the four major deans, the public information officer, the faculty senate president, the faculty association president and the student body president. While each have a vote, the president through the inherant power of his position, can discard or delay items of which he disapproves, accept those of which he approves, and permit a vote on those matters which have neutral significance. The president's cabinet is the chief advisory body to the presi-

dent. It recommends policy, administrative regulations and procedures; it conducts campus investigatory studies; it disseminates information. It considers long range planning, institutional purposes and goals, makes recommendations to the president for his consideration.

To assure some degree of participation in decision making, major committees maintain the business of the college and have input into the president's cabinet. These are the Instructional Administrative Committee, the Student Personnel Committee, and the Faculty Senate, the Student Senate, the Curriculum Committee and 13 other institutional standing committees, and the Faculty Association. All proposed board policies, new programs and courses are reviewed and approved by both the president's cabinet and the superintendent's cabinet before their submission to the board.

A district committee called the Education Co-ordinating and Planning Committee, presided over by the assistant superintendent for instruction, co-ordinates curricular and instructional policies between the two member colleges of the district. Faculty participation is solicited although there is no faculty vote. Faculty attendance is difficult because meetings alternate between the two physically separated colleges and faculty have teaching responsibilities which may conflict. While the faculty senate presidents receive a reduction of 1/5 of their teaching loads, this in no way approximates the time needed to run an efficient faculty senate if the president is to attend cabinet meetings and senate meetings once a week, faculty association board and ECPC meetings, maintain an open dialog with the superintendent's office, and also see that the faculty is adequately informed on college and district developments.

A further means of reducing faculty representation and effectiveness in governance, besides the issue of released time, is the question of secretarial help. Full time secretarial assistance is available to all administrators.

The faculty senate president on the other hand is only permitted a budget of $687 per year to cover all conference, travel, phone calls and five hours per week of student help. Work study student help is mediocre at best and careful supervision is necessary to compensate for the lack of work skills. Further, the faculty senate budget is considered part of the president's budget. The faculty senate budget therefore exists at the pleasure of the college president. Should he wish to object to the subject matter of a particular conference, or to the representatives suggested, he has the power to refuse support. The sheer demands of time on the senate president, and inadequacies in budgeting and secretarial services abort effective faculty representation.

There is no campus or district judiciary. Judicial disputes are settled by management personnel or in extreme cases by the board of trustees. There is a grievance procedure by which students and faculty may present their grievance through administrative channels. In difficult cases district personnel are permitted free legal service from County Counsel. Students and faculty must retain their own attorney.

There seems to be little integration of individual and organizational goals on our campus. The structure of governance echoes what is probably the basic attitude of some of our present management: "The average employee prefers to be directed, wishes to avoid responsibility, has relatively little ambition and wants security above all."[8] This of course is the fundamental premise of Mac Gregor's theory X.

Under our governance system, administrators are not convinced that faculty will identify with the district's objectives. But commitment to objectives is a function of the rewards associated with achievement, the satisfaction of ego and self-actualization needs. The assumption of MacGregor's theory Y is that man will exerice self direction and self control in the service of the objectives to which he is committed. Our college therefore, would be well advised to con-

sider seminars on the analysis of values, objectives and the theory of governance. At the same time it could gradually move toward a system of greater participatory governance, to include greater elements of faculty, students, alumni, trustees and non-instructional personnel. This should dissipate the lack of co-operation, cynicism, petty antagonisms and resistance which are so often the consequence of thwarting employee social needs.

It seems obvious to us that our governance structure, as outlined above, while able to function adequately and often even efficiently, and well, is based more on tradition and crisis reaction than on sound management principles that give due recognition to the faculty as the primary educational resource on campus. This, we believe, is related to the heritage of administrative style of the institution, the basically conservative nature of the community and past boards of trustees, and to the failure of the institution to evolve a sound philosophical base for itself and to develop goals and objectives based on a widely understood philosophy for the college's existence.

We make two basic assumptions about the governance process in our institution or in any collegiate institution. The first is that the most appropriate form of governance for a college is shared authority by faculty, administration, and, to a lesser extent, other elements of the institution, students and non-professional staff. This is well supported in the literature of higher education and in educational adaptions of management theory. The second assumption is that the faculty collectively forms the largest single pool of educational expertise on the campus.

The importance of meaningful participation of faculty in college and university governance can hardly be overemphasized. The literature on governance abounds with support for the concept of shared authority on the college and university campus. The Council on Economic Development, for example, in a report by its Research and Policy Committee, The Management and Financing of Colleges,

strongly supports ". . .the principle that faculties should perform a major role in the governance of colleges and universities and in the management of their educational affairs. An institution without strong faculty involvement in governance and management deprives itself of major professional resources that it needs to design and pursue effectively a high-level educational program. . ."[9]

The simplistic reason faculty need to be involved in governance is that if they are not, the determination of the policies and procedures that shape and guide the institution falls by default to the administration and the institution loses the input of a highly trained and intellectually developed resource: the faculty.

A much-used device for sharing authority on a college or university campus is the institutional standing committee. Committees vary widely in number, function, size, and composition on college and university campuses, but they are almost always composed of administrators, faculty, and (usually) students.[10]

A major problem with the committee function of many campuses is the adequacy of the representation on committees in relation to the various campus constituencies. If faculty representatives on institutional committees, for instance, are selected by the administration, there is a danger that appointments will be handed out to faculty members who will either be sympathetic to administrative proposals and points-of-view or that faculty members will be selected who will be unlikely to "rock the boat." Such arrangements are comfortable to administrations and tend to be perpetuated.

There is, as Arthur Cohen points out, an inherent danger in such a situation:

> Responsibility to the college includes sitting on committees, of which every college has at least a dozen, and assisting in various other activities necessary to maintenance of the institution. Some instructors thrive on this type of housekeeping; others want no part of it. Yet it must be done, and unless the faculty as a group gets involved in it, the management of the institution falls exclusively to the administrators.

> Not that this is necessarily an untoward consequence, but there is danger in a professional group allowing others to become too much in charge of the actions that affect members of the group. Too many of the factors impinging on teachers' work occur beyond their control as it is. They must be wary of relinquishing everything.[11]

With even the best intentioned administration, a strong possibility is constantly present that a system of administrative appointments of faculty members to committees can create what is in effect an administration-sympathetic faculty oligarchy. As Kingman Brewster, Jr., President of Yale University, pointed out in his annual report for 1967-68: "The harassed administrator's instinct is to believe that all consultation is a drag on decisive action. In fact, failure to take account of the ideas and feelings of those affected by a policy decision courts a far greater disaster."[12]

When a system of administrative appointments of faculty to standing institutional committees does result in dominance by administration and sympathetic faculty, a strange paradox prevails. The college theoretically has a vehicle for shared authority, but in reality this vehicle is subverted and becomes an oligarchy of faculty and administration resistent to change and unresponsive to the different faculty and student constituencies.

Coupled with nearly absolute administrative control over final policy decisions, administrative control of appointments to institutional standing committees makes a mockery of institutional committees as governance devices and soon drives the most able and creative faculty out of committee work and to their own, private means of self-actualization. What is left is a sham. A democratic committee system exists, but it is not participated in seriously by many faculty, among them many of the most creative and experienced on the staff.

In its own best interest the faculty cannot afford to let this situation persist. It is incumbent on faculty to assume a significant role in governance through the committee system because "An institution without strong faculty involvement in governance and management deprives itself of major professional

resources that it needs to design and pursue effectively a high-level educational program.[13] Or to put it another way: "A faculty which refuses to get effectively involved in the governance of an institution and declines to see beyond the range of departmental interests must forfeit its right to have a large voice in determining the policies which shape its academic life."[14]

Teachers must get involved and administration must be willing to allow the involvement to be meaningful and productive. This is the most significant way to thaw faculty apathy and tap the enormous potential of faculty participation and enthusiasm. It will require risk-taking and patience on the part of administrators and hard work and understanding on the part of teachers.

Participatory governance that works and staff development are perhaps the most subtle and difficult keys to increased productivity. The challenge has already been met by large sections of industry and a few colleges. The opportunity to begin now at this college stands before us.

Other sections of this practicum document that the situation in the college under study in regard to committees is that the administration is clearly in control, administratively controlled systems are basically weak and inefficient, and that under such systems faculty become increasingly reluctant to participate in committee work and withhold their services by this means to the institution.

III. PROCEDURES

IIIa. Survey of Committee Structures at Other Community Colleges

IIIb. The Institutional Committee Structure at Fresno City College

IIIc. Survey of Fresno City College Personnel Attitudes Regarding the Effectiveness of Institutional Committees as Governance Devices

III. PROCEDURES

Three techniques were used in the study of institutional committee structure at Fresno City College. A survey was conducted of committee structures and guidelines for committee member selection at 14 community colleges in California. The goal was a sample that included both urban and rural colleges as well as colleges in cities and towns with and without other collegiate institutions in the same area. In addition, the governance structures of two community colleges in New Jersey: Brookdale Community College and Burlington Community College, were examined.

The colleges in California from whom responses were received were: Merced College, Allan Hancock College (Santa Maria), Santa Barbara City College, Southwestern College (Chula Vista), Sierra College (Rocklin), College of the Sequoias (Visalia), the three colleges of the San Mateo Community College District (Canada College, College of San Mateo, and Skyline College--all located in the urban area south of San Francisco), Cabrillo College (Aptos), Sacramento City College (a campus of the Los Rios Community College District, a three-campus system), Riverside City College, Reedley College, and Modesto Junior College.

Each community college's system of committee work and membership selection was examined in detail and compared to the existing system at Fresno City College. The results are contained in the subsection of the "results" section of this report under the heading "Survey of Committee Structures at Other Community Colleges." In all, the governance structures at 16 community colleges of different sizes and locations were examined during this part of the research for this practicum.

A second means of studying the committee structure at Fresno City College was a detailed analysis of the existing institutional committee structure at Fresno City College. A survey sheet, (See Appendix C), was devised for each committee and each was studied to determine the following information:

a. Membership breakdown by staff affiliation (i.e. administration, faculty, other staff, student).

b. Whether the committee was chaired by an administrator, faculty member, student, or other staff member.

c. The purpose of the committee as defined by the institution in the faculty manual.

d. The membership by academic or vocational division, sex, and ethnic background.

e. The frequency of student attendance.

f. The average attendance at committee meetings.

g. The frequency of meetings of the committee as specified in institutional documents and the number of meetings actually held during the 1973-74 college year and the previous year.

h. A description of the committee's most frequent and major activity.

i. An indication of the person or committee to whom committee recommendations pass and a description of how committee recommendations become a part of the college program or policy.

j. An indication of the distribution of the minutes of the committee.

Finally, an assessment was attempted of each committee in terms of whether or not it was necessary standing committee, whether it should be an ad-hoc rather than a standing committee, and whether the membership seemed compatible with the avowed purpose of the committee. Other judgments were made that seemed pertinent on the basis of the data collected and examined. The results of the study are contained in the "results" section of this practicum under the heading

"The Institutional Committee Structure at Fresno City College."

The third, and most significant, technique used to study the committee structure at Fresno City College was a 100-item questionnaire, (attached as Appendix D), that was used to assess staff attitudes regarding the effectiveness of institutional committees as governance devices at Fresno City College. The items on the questionnaire were adapted from ETS's Institutional Functioning Inventory (IFI), the Institutional Goals Inventory (IGI) prepared for the Joint Committee on the Master Plan for Higher Education of the California Legislature by Richard E. Peterson at the ETS Center in Berkeley, and a faculty questionnaire devised by the Strategies for Change and Knowledge Utilization Program in Saratoga Springs, New York. Additional questions were devised for the questionnaire by the authors of this practicum.

A considerable number of the questions in the 100-item questionnaire were used as reliability checks. From the 100 questions, which asked for numerical ratings to indicate agreement or disagreement or strong agreement or disagreement with a statement, 37 key questions were extracted and computer-analyzed for simple percentages of response. In addition, the data were analyzed to ascertain percentage responses on the questions by administrators, faculty, students, and other non-teaching staff. The same tabulations were made for the respondents of the basis of their affiliation with a teaching division on the campus.

A sample of 88 faculty and staff members was selected. The sample was comprehensive, including administrators, younger faculty not on committees, students, classified staff, faculty on committees, older faculty not on committees, and non-teaching supervisors such as directors and coordinators. Of the 88 questionnaires distributed, 67 or 76.13% were returned and tabulated.

The results of the analysis of the data obtained with the survey instrument

are contained in the "results" section of this practicum under the subheading "Survey of Fresno City College Personnel Attitudes Regarding the Effectiveness of Institutional Committees as Governance Devices."

IV. RESULTS

IVa. Institutional Committee Structures at Other Community Colleges

IVb. The Institutional Committee Structure at Fresno City College

IVc. Faculty and Staff Perceptions of the Effectiveness of Institutional Committees as Governance Devices at Fresno City College

IV. RESULTS

The results section of this paper contains a detailed examination of committee structures and functions at other community colleges, an analysis of the committee structure at Fresno City College, and a detailed summary of the responses of 67 staff members, (including faculty, administration, non-teaching management personnel, classified staff, and students), to a 100-item questionnaire that explored faculty perceptions of committee work as it is and might be at the college. The first subsection provides a framework of existing practice at other community colleges in California and in the United States that can be compared to the existing system at Fresno City College. The final subsection provides opinion responses and tests the acceptability of a number of proposed reforms. All three subsections support and clarify the recommendations that are made in a subsequent section of the practicum.

IVa. INSTITUTIONAL COMMITTEE STRUCTURES AT OTHER COMMUNITY COLLEGES

Committee structures vary widely at California community colleges. Committee structures at Cabrillo (Aptos), Merced, Modesto, Reedley, Riverside, Sacramento, College of San Mateo, Santa Barbara, Sequoias (Visalia), Sierra (Rocklin) and Southwestern (Chula Vista) were studied in detail as well as the one in Fresno. Most colleges are alike in that in addition to the president's cabinet, they have major institutional committees in curriculum, instruction, student services, business services, facilities planning, community services, and an assortment of minor committees on calendar, data processing, ethnic programs, scholastic standards, learning resources and financial aides. Committee structures basically vary according to college size.

Committee structures also vary according to what appears to be administrative organizational caution. Some committees such as scholastic standards have a low "needs periodicity" and therefore meet infrequently. But most committees are considered permanent. Santa Barbara boasts a committee on educational television; Reedley, an athletics committee; Modesto, a science fair committee; all permanent. But there is confusion between this type of low-use permanent committee and the ad-hoc committee. Except at certain large colleges such as Santa Barbara, there appears to be a general reluctance to use ad-hoc committees. One gets the impression it is better to use a permanent committee (say on student conduct or on bookstore services) which never meets than admit to an ad-hoc committee which disbanded. The result is that some organizations are streamlined and vigorous where ad-hoc committees erupt suddenly as needed, then burn quickly and die. Other colleges have many dormant committees ubiquitously littering faculty manuals, memorials to some crisis that came only once. Some local committee structures therefore evidence different degrees of committee fossilization, and reflect, no doubt, differing

governance styles of local administrators. The political nature of education with its attendant urgency for college accountability may lie at the root of this type of administrative caution.

The degree of participatory democracy as opposed to bureaucratic command again shows some variety in the college governance picture. In the least democratic examples, institutional committees are basically administrative committees. At Sequoias for example, the administrative staff is apparently solely responsible for policy and procedural decision. Two out of every three committee members are administrators. The curriculum committee, chaired by the same administrator for the last 17 years, consists of twelve administrators, three directors and three instructors. All committee members are appointed by the college president. In more democratic colleges, such as Santa Barbara, committees have representatives from all factions of the college, faculty, students, classified and administration. These committee members are elected by their representative groups. Occasionally representatives of alumni, board members and the community at large are used (Modesto).

With regard to governance decision making, administrative dominance is pervasive in two year colleges.[15] Control is retained in varying degrees. Sometimes committees are chaired by area administrators (Southwestern) instead of elected chairmen (as in Sacramento which uses administrative officers as resource personnel on committees). Control is also maintained by making all committees advisory to the administration. When differences of opinion emerge "administrators may choose to intimidate committee deliberations or ignore their recommendations" (Southwestern). The presentation of divirgent faculty opinion to the board is sanctioned by California law (Title V, Sec. 53304) a process followed by over 80% of California faculty senates ("Survey of Faculty Senates", California, April 1974).[16]

How faculty representatives are appointed to institutional committees is highly crucial to the question of representative responsibility. A system which permits the college president the continuous luxury of blackballing critical faculty from participation in committee membership is foolhardy since this tends to insulate the president from criticism or the college from needed reform. Moreover, faculty members appointed to committees by the college president may feel some obligation to their president because of their selection over others, which again may tend to inhibit or discourage critical forms of discussion. Some faculty senates mitigate this problem by classifying all faculty committee representatives as "senate representatives" and therefore responsible to the senate even when individual faculty are appointed by the college president (as at Modesto). Others such as San Mateo and Fresno, retain the identity of the separate senate committee system. Faculty appointed by the senate or senate president (Sacramento) or senate executive (Riverside, Santa Barbara) become accountable to the total faculty through the senate. The latter then has the right to expect regular attendance and regular reports, so that the faculty voice is effectively heard.

Representation seems to be more effective when accountability is expected by those whom the delegate represents. Divisional representation to a campus beautification committee makes little sense if the division itself does not regard this subject as part of its responsibility. When delegates to committees are expected to represent faculty as a whole, their responsibility to the faculty senate, which does focus its interest on total campus problems, would seem imperative if functional accountability is sincerely sought. Again, representation seems to be more effective when institutional committee members are accountable to a body which routinely evaluates the work of its representatives through regularly held meetings. The appointment of division or departmental

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representatives to institutional committees (as at San Mateo) is a weak form of governance unless divisional or departmental meetings are held regularly.

Sometimes teachers need to answer for a narrower constituency than the faculty as a whole. On curriculum committees for example, divisional or departmental representation may be more desirable in view of the greater need for subject matter representation. The same might also be said of individual faculty on the senate itself. Senators elected to the senate from divisions or departments (as at Cabrillo, San Mateo and Sacramento) are more likely to be accountable to those areas than delegates elected from the faculty at large (as at Fresno). In addition, the make-up of the senate is likely to be more representative of the various divisions. Some colleges (e.g. Santa Barbara) even grant representation to part-time instructors.

If any general principles can be drawn from the representative colleges we encountered, the evidence would seem to confirm the thesis of Stanford's Victor Baldridge.[17] Baldridge contends that governance structures are more progressive, more representative or more democratic in university towns (Santa Barbara) than in non-university or state college towns (Fresno, Merced). They are more democratic in urban areas (Riverside and Cabrillo) than in rural areas (Modesto, Sequoias [Visalia]) and more democratic in larger colleges (San Mateo) rather than in small ones (Merced, Reedley).

Sometimes the governance style of a college president is a variable that lends itself to degrees of exception. Modesto is a small town in a rural agricultural area with no four year institution, public or private. Its committee structure would normally approximate those of colleges like Sierra, Sequoias or Reedley. But Modesto's structure seems surprisingly democratic for its area. Faculty and student representatives, appointed by their respective bodies, numerically equal administrative members on such institutional committees as Petition, Financial Aids and Library. They outnumber administration members

on the Sabbatical Leave and Science Fair Committees. While Modesto's committee structure appears autocratic compared to those of university or urban area colleges, Modesto shows indications of above normal faculty participation on institutional committees which may well indicate enlightened leadership in the college presidency. The proximity of Modesto College to the San Francisco Bay Area conurbation may also encourage an enlightened leadership style.

In all too many cases, the governance structure in California colleges is "subsumed within the administrative organization."[18] The error in this lies in a presumption that governance and administration are one and the same thing. If no distinction is made between the two forms of decision making, there is no central integrating mechanism other than the one provided through the administrative structure. Most administrative structures are based on bureaucratic organizational principles which establish distinct areas of responsibility and competency levels for each constituency. Inherent in this is a "layered society" of students, faculty and administration, each isolated from the other.[19] That isolation generates an atmosphere hostile to change and the ability to change in a dynamic society becomes progessively atrophied. In extreme cases that isolation leads to student violence, faculty strikes and lock-outs, and administrative head-rolling. Smaller colleges, through the intimacy of the confined environment, may inadvertantly dissipate this isolation. Urban colleges have urgently adopted student, faculty and community advisement to administrative committees. This half measure would seem to be the present state of development of most California community colleges. Its major shortcomings lie in the lack of genuine shared authority and in the absence of "credible procedures through which differences of opinion can be resolved equitably".[20]

Current power imbalances on campuses are leading to labor-management contracts in many areas of the country. Through collective bargaining, power is

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becoming redistributed based on an adversary relationship. Faculty, students and administration are forging out their roles based on whatever political clout they can muster locally, federally and statewide. This adversary role dampens initiative, encourages mediocrity, and polarizes relationships between faculty and administration. It imposes unnecessary restraints on shared governance procedures, and it may threaten the legitimate interests of students. They too, come to feel the need for collective bargaining rights and so the adversary process broadens. A better answer surely lies in the concept of shared governance.[21]

A shared authority governance structure provides a common meeting ground outside of the administrative structure where values and attitudes may be examined and altered and where adversary relationships are not the determining factor in institutional decision-making. Governance vehicles designed to accomplish this end have alternatively been called campus councils or campus senates. There are now 226 of these unicameral legislative bodies in community colleges across the country, yet few California colleges have them. Riverside has a "College Council" which seems to come close. Reedley has an "Administrative Advisory Council" which appears to meet the representative criteria. Southwestern has a "Policy and Procedures Committee." However, all have the shortcoming of being advisory to the president. None contain the essential ingredient of power redistribution.

Brookdale College, New Jersey, seems to embody the most progressive form of college governance encountered in any community college studied. Brookdale's structure is based on the federal system of government divided into legislative, executive and judicial branches. The legislative function of the college is funneled through "a unicameral representative assembly or campus senate consisting of all college personnel with the chief administrator given the right to presidential veto, a veto which the assembly may overturn by a

two-thirds majority."[22]

The executive function is exercised by the president, who is responsible to the superintendent and to the board of trustees for the organization and operation of the college. The legislative function is carried out through a representative legislature or campus senate which includes representation from each of the constitutent groups of the college. Board policies, college regulations and new programs are approved by the representative legislature prior to submission to the president. Questions as to the constitutionality or implementation of challenged legislation is determined by a judiciary. Harold Hodgkinson, of the Center for Research and Development in Higher Education, University of California, Berkeley, summarized his findings on the unicameral campus senate as follows:

> The campus council or senate is a unicameral body representing faculty and students on equal terms, often including administrative representation. These central councils often begin as advisory for communication purposes and end up making major decisions. . . In one sense these councils violate the concept of separation of powers but they have a better chance of forming a link between decision-making and implementation, since all phases of the processes are visible and those responsible for each segment are accountable. The unicameral council. . . has the advantage of making the best use of talent--students may serve very well in leadership roles on some questions, faculty on others, administration on others. Leadership can be more situational and less monolithic. . . Campuses both large and small report that the increased sense of trust engendered by the idea of a broadly based campus senate makes establishment of some authority-sharing mechanism possible.[23]

The establishment of a unicameral or all-college senate is no guarantee of a better governance process and affords no panacea of success. More important to its success is the "generally shared feeling of the need for such a body, plus the energy and dedication of those who function as representatives in the campus senate. Personal leadership based on a style of collaboration and sharing seems to be an important ingredient."[24]

In summary, institutional committee structures in California community colleges demonstrate considerable contrast in the degree of faculty, student and administrative participation. Differences can be partially explained geographically, depending on the college's exposure to the ideas and example of more dynamic and more metropolitan college communities. Part of the contrast may be found in the degree of enlightenment or administrative caution expressed in the governance style of the local college president. As a whole, California community colleges exemplify a rather unsophisticated, wasteful, and autocratic tradition in their committee governance structure. The reason for this may lie in the evolution of the college from its secondary school origins, or the paucity, compared to eastern America, of private colleges with their tradition of academic freedom and independence. The campus senate, as used at Brookdale College, New Jersey, and at over 200 other community colleges in America is a form of institutional governance which has great potential in liberating the creative powers of the college community. California colleges would do well to experiment with it, before the advent of collective bargaining forces all discussion of local policy into formal bargaining sessions.

The survey of institutional committee structures at other community colleges provides a framework within which to gauge the structure at Fresno City College. In the section that follows a summary of findings based on a detailed study of the institutional committee structure at F.C.C. is presented. General conclusions and suggestions for reform of the total system are also included and a plan is advanced for restructuring the committee system to make it more responsive and efficient as an instrument of campus governance.

IVb. THE INSTITUTIONAL COMMITTEE STRUCTURE AT FRESNO CITY COLLEGE

Institutional committees are established to provide for the resolution of situations requiring the concurrence of several differing college constituencies such as students, faculty, administration and classified staff. These committees serve in an advisory capacity to administrative officers in making decisions anytime it is desirable to have faculty and student input. The committees also serve as working bodies to develop policies for consideration and eventual presentation to the Board of Trustees. Institutional committees are formed to study, advise and recommend to the appropriate administrative office and to the Board of Trustees actions dealing with their assigned areas of responsibility such as curriculum, student affairs, academic standards, and instructional resources and evaluation.

The prevailing characteristic of the total institutional structure at Fresno City College is that the college governance is largely subsumed within the administrative structure. There is no governance structure distinct from the structure of administration. Part of the confusion lies in the fact that some institutional committees are actually functioning as advisory committees to particular administrative officers, who call meetings as needed for the conduct of college business. Hence, there is little co-ordination of the distribution of agenda, or minutes, or general publicity of the time and location of meetings. Nor is there wide distribution of committee findings to the college staff. There is some need first of all to differentiate between administrative committees and institutional governance committees. (See Tables One and Two)

Table Two demonstrates that there is a high degree of consultation between the different administrative offices on the Fresno City College campus and each area of responsibility, whether this be instructional or student

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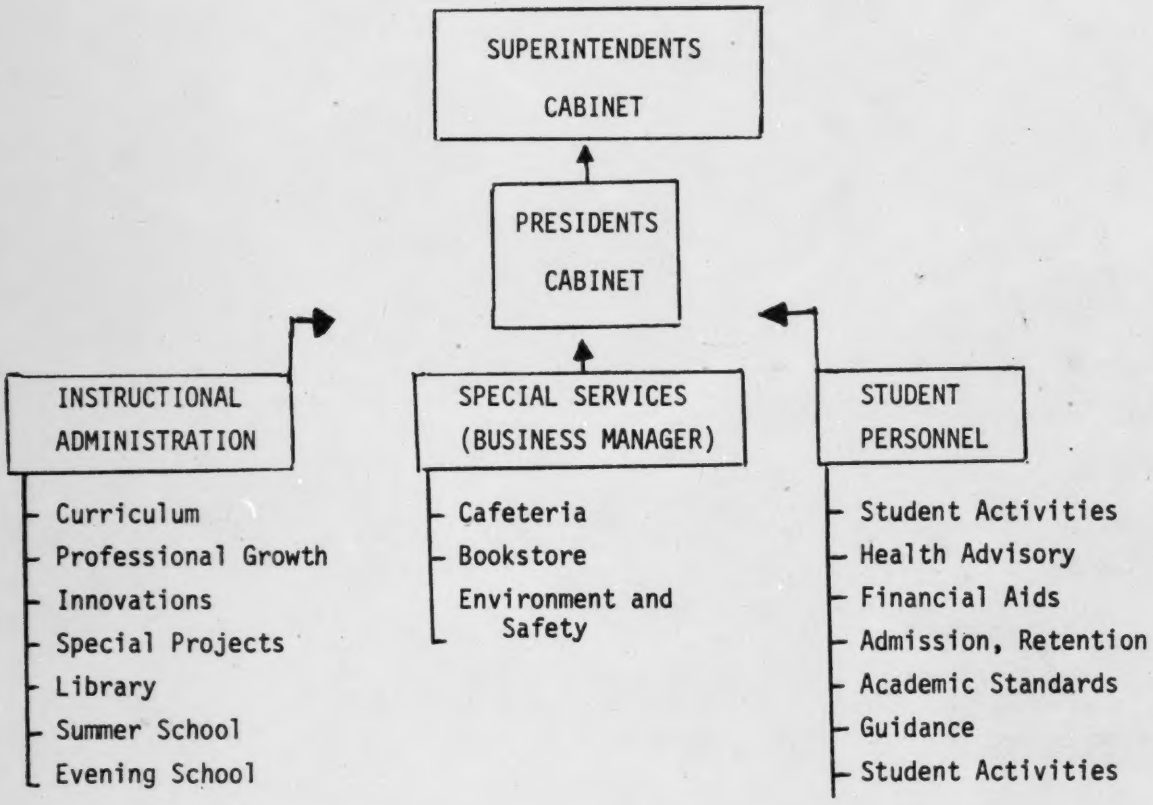
TABLE ONE



Standing Administrative Committees at Fresno City College 1973-74.

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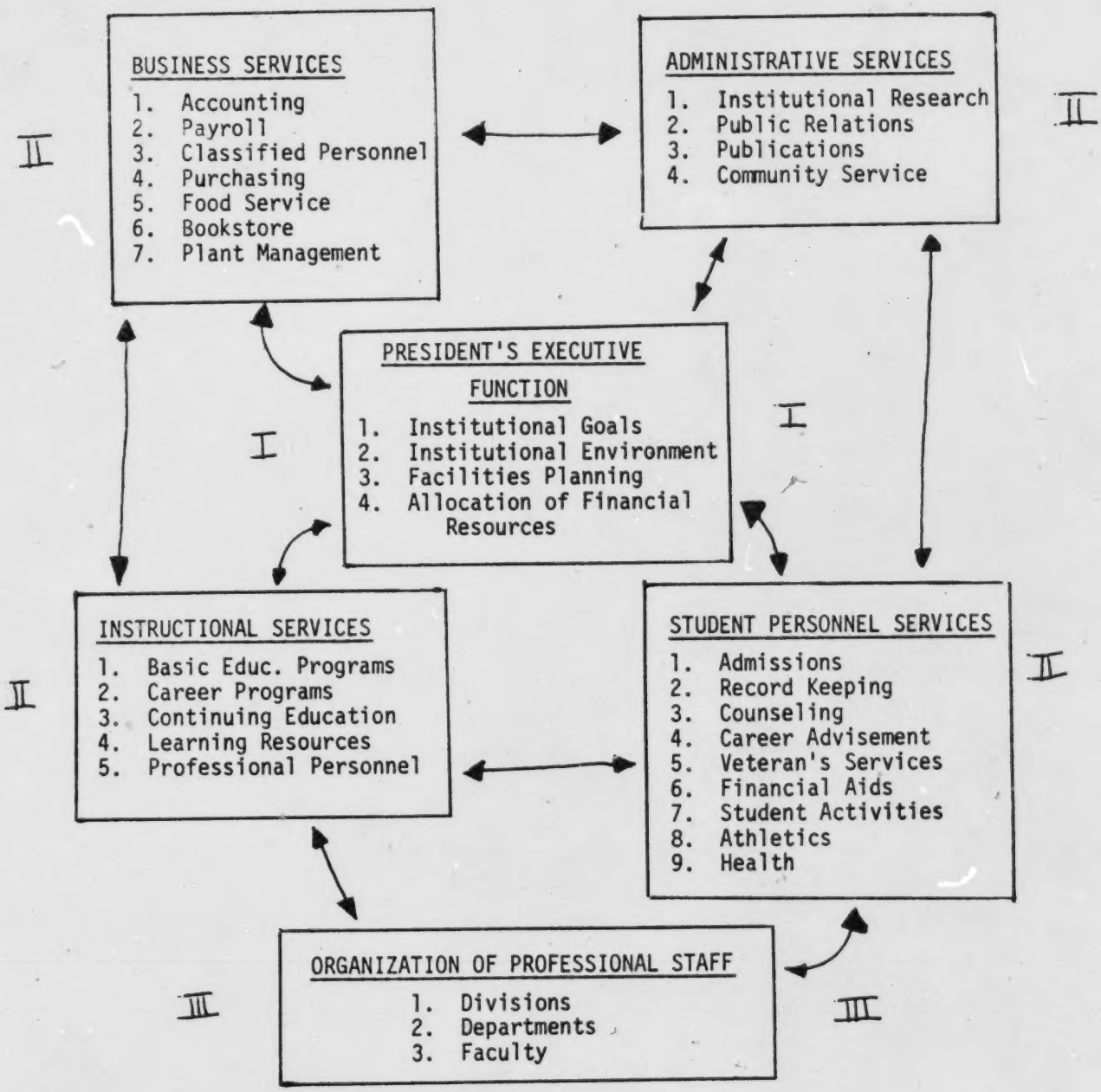
TABLE TWO



Participative Administrative Structure at Fresno City College 1973-74

personnel, business or administrative services. While not shown on Table Two, respresentatives of the faculty senate and student senate also participate on many of these committees allowing the faculty a means to comment publicly on any proposed administrative procedure.

Because most of the college's institutional committees are in fact administrative committees, representation is heavily weighted with administrative personnel. Table Three shows that faculty and students tend to be in lower proportions on institutional committees with 8% and 15% respectively of the committee membership. Persons of minority ethnic extraction constitute 10% of committee membership and women constitute 17%. Classified personnel constitute a mere 5% of the institutional committee membership, and have no organized committee of their own, other than the personnel commission and their own employee unions, none of which are necessarily the best form of campus organization. Counselors constitute only 4% of institutional committee membership. In the rare case where faculty and students who are elected to committees tend to be elected from the faculty and student body at large, rather than from smaller sub-constituencies; a system which "fails to take into consideration the need to have an individual responsible to the needs of subgroups within the college".[25]

To be representative of the legitimate interests of the constituencies involved, committee members should be selected by their respective constituencies. All members of the college community should be eligible to serve on all ad-hoc and standing committees with full voting privileges. Those committees which deal with matters predominantly related to student concerns should have a majority of student members, and a student chairman. Thus a committee on student affairs "should have a majority of student members and be chaired by a student".[26] "Those committees dealing primarily with issues of faculty con-

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TABLE 3

1973-1974 MEMBER SHIP BREAKDOWN ON INSTITUTIONAL COMMITTEES AT FRESNO CITY COLLEGE

		TOTALS		INSTRUCTION							STUDENT SERVICES							SPEC SERV		OTHER
		TOTALS	PERCENTAGE	CURRICULUM	EVENING COM.	SUMMER SCHOOL	SPECIAL PROJECTS	INNOVATIONS	PERSONAL GROWTH	LIBRARY	STUDENT PERSONNEL	STUDENT ACTIVITIES	ASB ASSEMBLIES	ADMISSION+ RETENTN	FINANCIAL AIDS	COUNSELORS+ GUIDANCE	HEALTH SERV. ADVISORY	FOOD + BOOKSTORE	ENVIRONMNT + SAFETY	SABBATICAL LEAVE
	TOTAL	261	100	26	22	21	7	12	5	18	19	11	13	17	21	16	18	12	9	14
STATUS	ADMINISTRATION	80	31	9	7	6	3	2	1	3	8	4	3	8	4	4	4	4	2	8
	FACULTY	98	38	12	7	7	3	5	3	6	4	1	2	9	9	11	8	2	3	6
	STUDENT	38	15	2	1	1	0	0	0	3	7	2	7	0	6	0	5	2	2	0
	OTHER	41	16	3	7	7	1	5	1	2	0	4	1	0	2	1	1	4	2	0
SPECIAL GROUPS	CLASSIFIED	12	5	0	3	3	0	0	0	1	0	0	0	0	0	0	0	3	2	0
	DIRECTORS, SUPERVISORS	24	10	3	2	2	1	4	1	2	2	1	1	0	2	1	1	1	0	0
FACULTY	COUNSELORS	11	4	0	1	1	0	0	0	0	0	0	0	0	4	5	0	0	0	-
	BUSINESS	16	6	3	2	1	0	1	1	1	1	1	0	1	1	1	1	0	0	1
	MATH, SCI, ENG	16	6	3	1	1	1	1	0	1	1	0	0	1	1	1	2	0	1	1
	TECHNICAL IND.	16	6	3	2	1	0	1	0	1	0	0	0	1	2	1	1	0	2	1
	HUMANITIES	18	7	3	2	2	1	1	1	1	0	0	1	1	1	1	1	1	0	1
	SOCIAL SCIENCE	20	8	3	1	2	2	1	0	1	0	0	1	2	2	1	2	1	0	1
MINORITY REPRESENTATION	WOMEN	43	17	5	1	1	1	0	0	3	6	3	5	3	4	-	5	3	1	2
	ETHNIC GROUPS	25	10	3	2	3	1	2	1	1	4	0	0	1	5	-	2	0	0	0
MEETINGS	# meetings 1973-74	52	-	8	0	0	2	3	3	0	17	-	10	-	-	(2)	(2)	3	2	-
	# meetings 1972-73	44	-	8	0	0	-	-	0	2	17	(2)	9	-	-	2	(2)	2	-	-
	Average Attendance	7.75	-	9	0	0	6	-	4	11	13	-	8	-	14	-	9	-	7	0
	Average stud. attendce	2.4	-	2	0	0	0	0	0	2	25	-	4	0	3	0	1	0	0	0

(1) (1)

cern would have a majority of faculty members and a faculty chairman."[27]

Administrators should be assigned to committees by the college president on the basis of their functional specialization in order to provide administrative input and to ensure that the activities of the committee are co-ordinated with the offices and organizations to which they report. Clerical support would also be furnished to the institutional committee through administrative arrangement. Thus the dean of instruction should serve as a member of the curriculum committee while the dean of students, or his designate, should serve on the student affairs committee.

Policy recommendations developed by each institutional committee should be circulated well in advance. Meetings should be open to all, and agenda should be published sufficiently far in advance to allow special interest individuals to study the information and prepare a case. Minutes should be kept of all committee deliberations and they should receive the widest practical circulation. Each committee should publish an annual written report summarizing its efforts of the preceding year. Annual written reports of administrative committees should not be required of course since it is the responsibility of each administrator to prepare an annual report for the president in any case. However, these administrative reports should be made available to cabinet members, including representatives of students and faculty so that specific problems and recommendations may be discussed openly. Reports are of little use if their primary function is to occupy shelves, unused, or if their contents are not open for discussion.

A smaller number of institutional committees with specifically designed responsibilities would provide a much more effective involvement than a large number of committees, some of which do not function at all, which is the case at Fresno City College. In addition to this recommendation, Richardson, Bender and Blocker, also suggest that committees generally should not succeed 10-15 people.[28]

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TABLE 4

ANALYSIS OF MEMBERSHIP SELECTION PROCEDURES FOR INSTITUTIONAL COMMITTEES

FRESNO CITY COLLEGE '73-74

COMMITTEE MEMBERS SELECTED BY:		TOTALS		INSTRUCTION							STUDENT SERVICES							SPEC SERV.		OTHER
		TOTALS	PERCENTAGE	CURRICULUM *	EVENING COM	SUMMER SCHOOL	SPECIAL PROJ	INNOVATIONS	PERSONAL GROWTH	LIBRARY	STUDENT PERSONNEL	STUDENT ACTIVITIES	ASB ASSEMBLIES	ADMISSION + RETENTN	FINANCIAL AIDS	COUNSELORS GUIDANCE	HEALTH SERVICES ADVIS.	FOOD + BOOKSTORE	ENVIRONMT + SAFETY	SABBATICAL LEAVE
	PRESIDENT	29	11	3	3	3	0	0	0	3	3	1	1	1	1	1	1	1	4	3
	DEANS	132	51	10	16	15	7	12	2	3	7	5	5	8	7	14	7	7	2	5
	DIVISION DEANS	30	11	10	0	0	0	0	0	5	0	0	0	6	5	0	4	0	0	0
	TOTAL ADMINISTRATION	191	73	23	19	18	7	12	2	11	10	6	6	15	13	15	12	8	6	8
	FACULTY SENATE	21	8	1	1	1	0	0	3	1	1	1	0	1	1	1	1	1	1	6
	FACULTY ASSOC	6	2	0	1	1	0	0	0	0	1	0	0	1	1	0	0	1	0	0
	ELECTED BY FACULTY	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	TOTAL FACULTY	27	10	1	2	2	0	0	3	1	2	1	0	2	2	1	1	2	1	6
	STUDENT SENATE	43	17	2	1	1	0	0	0	6	7	4	7	0	6	0	5	2	2	0
	CLASSIFIED STAFF	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	TOTAL	261	100	26	22	21	7	12	5	18	19	11	13	17	21	16	18	12	9	14

* THIS CURRICULUM COMMITTEE WAS SUBSEQUENTLY RESTRUCTURED JUNE 1974

There are further improvements that immediately come to mind when we examine Fresno's present institutional committee structure in detail. Table Three shows that there are two committees that have not met for two years, (Summer School and Evening Division), and one that did not meet at all last year, (Library Committee). Other committees are permanent yet met less than three times: (Special Projects, Student Activities, Health Advisory, Counseling and Guidance, Food Services, Bookstore Services and Personal and Professional Growth). While 38 students represent 15% of the committee membership, the average student attendance at meetings number only 2.4 people. These facts indicate there is little monitoring of institutional committees to ascertain whether each is meeting its objectives.

Of greater significance is Table Four, which shows an analysis of selection procedures--who selects the personnel for each committee, student, faculty or administration. About 73% of committee membership is selected by administrative officers - two thirds of these by the major deans. The faculty only choose 10% of the members, most of these through the faculty senate. The students choose almost twice as many institutional committee members as do faculty - 17% compared to 10%. Classified staff choose no representatives whatsoever.

The two major areas of administration that command the greatest attention on the Fresno City College campus after the President's Cabinet seem to be the instructional administration committee, (dean's committee), and the student personnel committee. All major aspects of administration, fortified by input from the faculty senate and the student senate are channeled to the president's cabinet for administrative consideration and resolution.

As far as campus governance, as opposed to administration, is concerned, Richardson, Blocker and Bender suggest five major areas suitable for institutional committees: a curriculum committee, a student affairs committee, an instructional resources committee, an academic standards committee, and a

cultural affairs committee (See Appendix A). Since the distinction between administration and governance is not one about which most personnel at Fresno City College are clear, we would suggest establishing two major governance committees to begin with: one in curriculum and instruction, and a second in student affairs. Others such as an academic standards committee and an instructional resources and evaluation committee could be added later if it became clear that they were needed. (See Appendix A).

There is also confusion between permanent and ad-hoc committees and a lack of streamlining as to which committee is responsible to the other. Sloppy business practices such as the lack of published agenda, or published minutes, should be corrected and the general faculty should be made aware of what is taking place. Annual reports should be presented, and some self-analysis should take place to recommend improvements and establish general accountability.

Institutional committees are basically governance committees, and therefore need to report their recommendations to some agency rather than to an individual administrator or the president or superintendent. The agency suggested by Richardson, Blocker and Bender[29] and Hodgkinson, (date unknown),[30] is the college council, or college policy committee, sometimes called the all-college senate. The all-college senate is composed of representatives selected by each constituency. This council can best serve as a central forum reviewing and effecting compromises for all proposals that affect more than a single constituency. It must be sufficiently visible and vital to influence the attitudes of all constituencies so that the compromises, which are endorsed can be accepted and used to guide institutional direction.

Administrative and governance matters are presently discussed by the various segments of the campus: the student senate, the faculty senate and the various administrative committees, then reach the president's cabinet for debate.

Governance policy matters are generally passed directly to the assistant superintendent for his discussion. Occasionally the assistant district superintendent comes to the faculty senate hearings to clarify the administrative point of view on the policy topic. When the policy revision is finally presented to the board of trustees, the district administration and the faculty senates of two colleges may present their points-of-view. There is a vacuum in this process that needs to be filled. Students rarely are present at the board meetings. There is no discussion between intra-district groups before the topic is presented to the board. While there is some merit in the present system, discussion and consultative benefits are being lost. The faculty senate itself lacks the advantages of the all-college senate because of non-representation from students, from administration and from classified personnel. Nor is the president's cabinet necessarily a good debating ground because it is primarily an administrative committee, top heavy with administrative representation, as indeed it should be. Each one of these groups individually "lack creditability as an impartial arbitrator in the eyes of the other two constituencies".[31] Moreover, classified staff have no representation on any campus institutional committee at all. There are many policy positions which come up which involve them and both they and the director of classified personnel should be represented.

An all-college senate could be a key decision-making body which could determine the number, composition and responsibilities of institutional committees and serve as the agency to which they report their findings and recommendations. It could provide an opportunity for representatives of all constituencies of the college community to debate the actions of such committees, and to participate in deciding whether to accept, reject or modify their actions. (See Appendix B).

The all-college senate would be a deliberative body. Administrators, faculty members and students would form perceptions of each other in debate and motivation would be augmented by the fact that at the termination of the discussion, all would be expected to vote on an issue that would affect their future. Senate debates should facilitate greater communication and improved understanding between the various constituencies. The all-college senate could become an important device for in-service education, stimulating people to examine and reshape their attitudes. However, it is effective as an in-service device only when renorming emerges as a natural consequence of involvement in decision-making. Improved understanding and communication would ideally flow naturally from the visible actions of a group serving in this capacity and not from a conscious effort to achieve these results.

The composition of the all-college senate should be half-students and half-faculty.[32] Key administrators would need to be included because of the information they can contribute and because of the need for their co-operation in the process of implementation. Ex-officio members could be the college president, the major-area deans, the presidents of the faculty senate, faculty association, student association and the student vice-president. The chairmen of all institutional committees and the chairman of the classified staff organization should also be included. The elective membership of the all-college senate could include enough students and faculty to balance ex-officio assignments as well as a limited number of vacancies that could be filled on a rotating basis by administrators not included in the ex-officio category. Mason suggests at least a 3-1 ratio of faculty to administration.[33] Bender suggests that there be 30-50 members and that they elect their own chairman, preferably a faculty member.[34]

The functions of the all-college senate should be clearly defined and understood by everyone, including the board. The bylaws of the college senate

should stipulate that decisions of this body would be published whether or not they enjoy the concurrence of the college or district administration. Where the administration differs with the decisions of the all-college senate, then both sides of the question would be presented to the board before a decision is finalized. Thus majority and minority reports could be presented to the board with a full and fair review of the rationale supporting each position. In most instances, however, it seems fair to assume that compromise among the segments could be reached at the campus level and a united position could be presented to the board by the campus.

In multi-institutional districts like our own, there may be occasional need to co-ordinate policy decisions between the two campuses necessitating that the presidents of each all-college senate confer together and with the district personnel, the superintendent or his assistant before final presentation of policy recommendations to the board. This may be made possible, by all college senate representation on the district education co-ordinating and planning committee, or on the superintendent's cabinet. Compromise may obviate the necessity of forcing the board to choose between one side and another. In this case the all-college senate president would be negotiating on behalf of the all-college senate which would have already met with the administrator in question.

The responsibility of each all-college senate would be policy formation and conflict resolution, not administration. Most matters relate to policy implementation or interpretation (i.e. administrative regulations) would be resolved within the administrative structure of the college. Policy administration or revisions would not be recommended to the board prior to review by the all-college senates. The college senate's decisions would always be made known to the board and this would serve as a significant factor in its deliberations.

An alternate possibility would be the formation of an all-district senate with representation from the two campuses. This possibility deserves consideration and further study, but on the surface it appears it would be difficult for two such diverse campuses (one a primarily urban and large campus and the other [Reedley College] small and rural) to reach consensus positions on issues affecting both campuses.

At present Fresno City College has no all-college senate, and the establishment of one would represent a major re-alignment of personnel. However, rather than go through such a revolutionary process, there are indications that the all-college senate may logically evolve by itself, out of the present faculty senate. The present faculty senate facilitated by California Education Code, (Title V. Sec. 5334) already enjoys specific rights established by custom and by law including the right to petition the board of trustees, with or without administrative endorsement. The faculty senate representatives attend all board meetings and address the board on all topics affecting the faculty. The faculty senate executive committee, on advise from a senate reform committee has recommended that the faculty senate be broadened to include the following non-voting members: two representatives of classified personnel, two or more students, one representative from the off-campus vocational training center, representatives of part-time faculty, and the three major administrative deans. Student representation would not be exclusive to the ASB or student governing body. Representation should be ethnically and sexually balanced and should include handicapped, young, old, academic majors, vocational majors and veterans. Faculty representation could be reformed through election by department, rather than from the faculty at large.

Because of the power of the president's cabinet, and because of the broad representation of the augmented cabinet, there may be a temptation for these

bodies to engage in decision making that should more appropriately be left to the all-college senate. Similarly, there may be the danger that policy decisions be presented to the board of trustees by district administrators without their exposure to the all-college senate, for appropriate debate. Care must be exercised in defining the responsibilities of the college senate, the president's cabinet and the processing of policy actions so that misunderstandings do not occur.

The problem with the functioning of the all-college senate is the hesitancy of varying factions of the college to accept it. The faculty senate and the student senate both have the right by custom and by law to make formal presentations to the board of trustees in California, with or without administrative endorsement. While the emergence of an all-college senate would not nullify this prerogative, it would tend to de-emphasize faculty senate and student senate presentations to the board in favor of all-college senate presentations. On the other hand any governance matter under debate would have undergone a more representative and more intensive form of discussion working through a college senate than through the faculty senate, the student senate or the president's cabinet alone. Since the precedent is well established for the faculty senate to debate and discuss policy matters with the district superintendent and his assistants, and to make presentations to the board, this would in no way be breaking a new ground.

Because of its wide representation from each of the college constituencies, an all-college senate would be able to contribute considerably to the governance deliberations of the staff and render a greater sense of satisfaction and common purpose to the whole campus community. At the same time it would liberate and capitalize upon the creativity and intelligence of every college member.

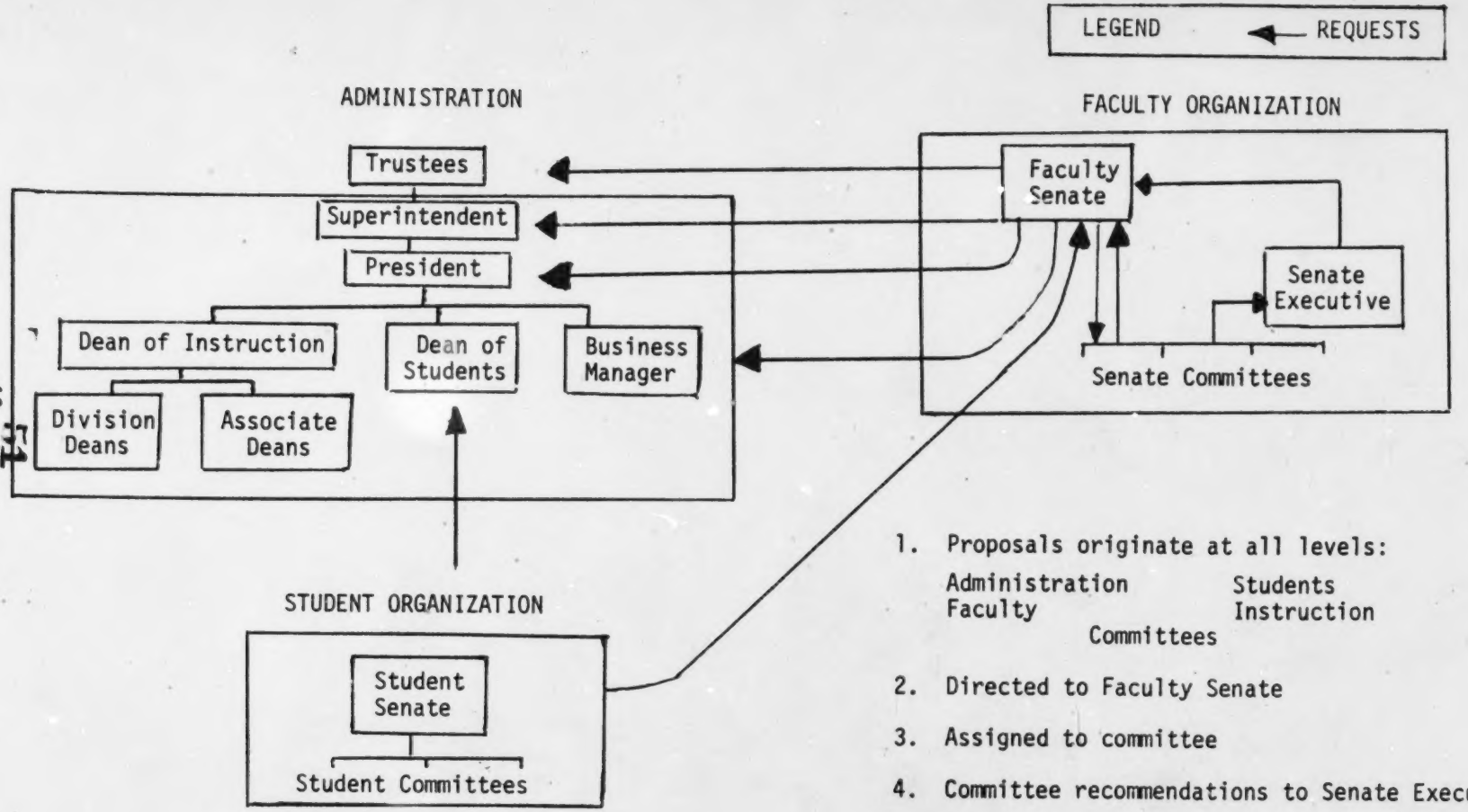
Tables Five, Six and Seven show the separation of jurisdiction at Fresno City College, a recommended institutional committee structure for Fresno City

College, and a suggested college governance structure that would recognize the separation of administration and governance functions and provide for the establishment of an all-college senate.

No governance structure or committee structure will be successful and little reform will be possible unless faculty attitudes about the existent system are known. The third section of this part of the practicum deals with faculty and staff attitudes concerning the existing institutional committee structure at Fresno City College. The information supports many of the suppositions advanced so far in this section and prepares for the recommendations of this practicum that follow.

TABLE FIVE

(Adapted from Richardson, Blocker, Bender: Governance for the Two Year College, 1972)



SEPARATE JURISDICTION IN COLLEGE GOVERNANCE AT FRESNO CITY COLLEGE 1973-74

1. Proposals originate at all levels:
   Administration, Faculty, Committees, Students, Instruction
2. Directed to Faculty Senate
3. Assigned to committee
4. Committee recommendations to Senate Executive
5. Placed on Senate agenda
6. Faculty Senate recommends, rejects or modifies policy proposal
7. Recommendations forwarded to President or Superintendent for disposition

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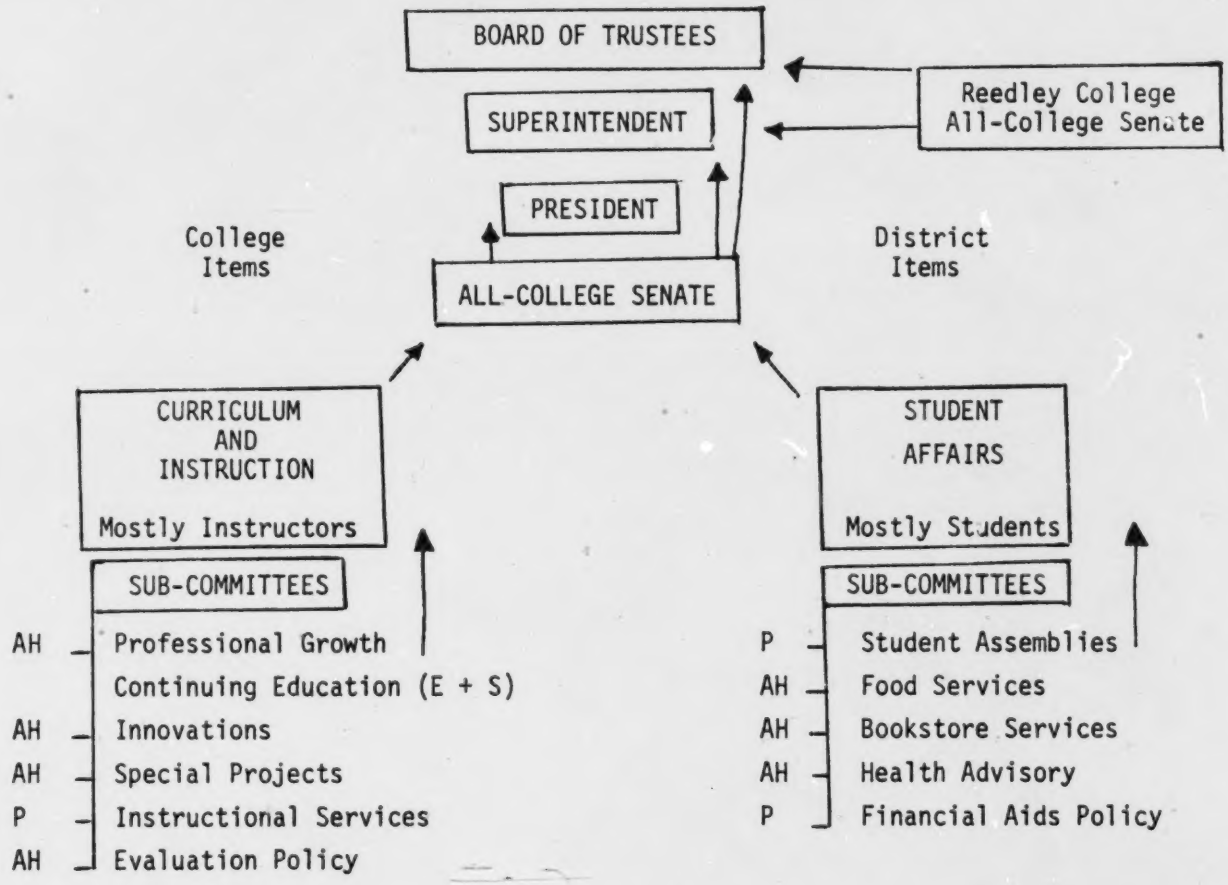
TABLE SIX

Recommended Institutional Committee Structure for Fresno City College



KEY

AH = Ad-Hoc

P = Permanent

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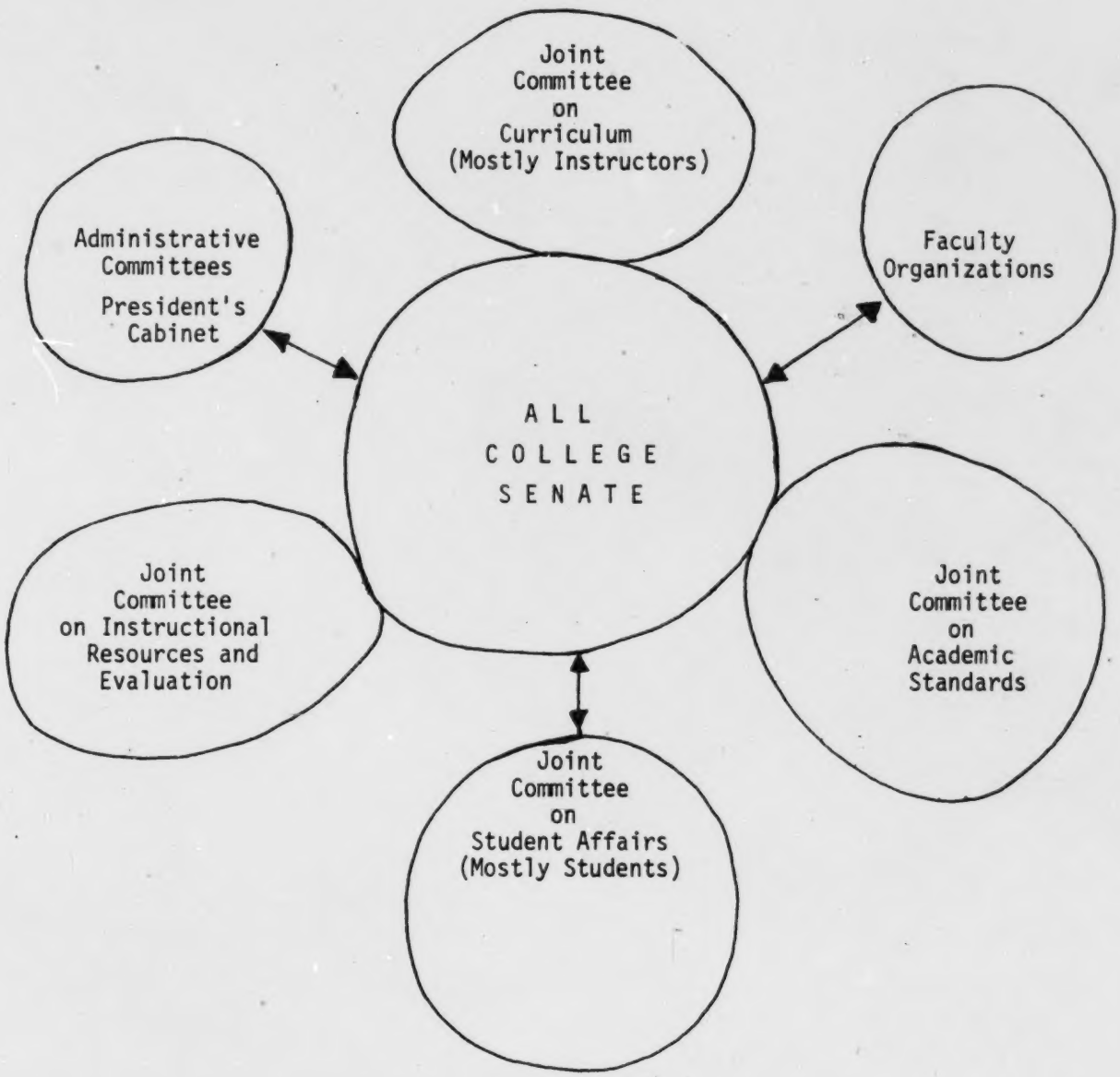
TABLE SEVEN

SUGGESTED COLLEGE GOVERNANCE STRUCTURE FOR FRESNO CITY COLLEGE

(Based upon Richardson, Blocker, Bender: Governance for the Two Year College, p. 191)


Joint Committee on Curriculum (Mostly Instructors)
Administrative Committees
President's Cabinet
Faculty Organizations
ALL COLLEGE SENATE
Joint Committee on Instructional Resources and Evaluation
Joint Committee on Academic Standards
Joint Committee on Student Affairs (Mostly Students)

IVc. FACULTY AND STAFF PERCEPTIONS OF THE EFFECTIVENESS OF INSTITUTIONAL COMMITTEES AS GOVERNANCE DEVICES AT FRESNO CITY COLLEGE

The survey instrument distributed to faculty and staff in late May and early June of 1974 was a conglomerate of a number of questions adapted from well-known measurement instruments as well as questions devised by the authors. Each questionnaire was composed of 100 questions, including eight background questions. The remainder of the questions were statements that the respondant was asked to strongly agree with, strongly disagree with, agree with, disagree with, or state no opinion. Table Eight contains basic information on the numbers and percentages of returns of the questionnaires by the various segments of the staff.

THE BACKGROUND QUESTIONS

The background information questions on the questionnaire can be summarized as follows:

1. The percentages of the different segments of the staff was acceptable in the sample. Sixty-four percent of the responses were from teaching faculty and 13.4% from administration. These two segments make up the two major segments represented on the committee structure. The student and classified staff responses in the sample approximated the percentage those segments make up of the committee structure.

2. Within the faculty part of the sample one division was underrepresented, the technical and industrial division (2.9%), and one was overrepresented, the humanities division (25.3%). This is considered acceptable because the same situation obtains on the the total staff and the committee structure of the college: humanities division and other academic division teachers far outnumber their counterparts from the vocational side of the house and the total teaching staff is approximately two-thirds academic and one-third vocational

TABLE EIGHT

BASIC INFORMATION ON SURVEY OF FACULTY AND STAFF ATTITUDES REGARDING INSTITUTIONAL STANDING COMMITTEES AS GOVERNANCE DEVICES AT FRESNO CITY COLLEGE

MAY, 1974

Total Questionnaires Distributed	88
Total Returned	67
Percentage Returned	76.136%
Administrators Responding	9
Percentage of total response	13.432%
Faculty Responding	43
Percentage of total response	64.179%
Students Responding	3
Percentage of total response	4.477%
Counselors Responding	2
Percentage of total response	2.985%
Non-Teaching Certificated Responding (Directors, Coordinators)	6
Percentage of total response	8.955%
Classified Staff Responding	4
Percentage of total response	5.970%

TOTAL RETURNS	67
PERCENTAGE	100%

with even a smaller percentage being from the technical and industrial division.

3. The data revealed that almost one-third (31.343%) of the sample served on no institutional standing committees during the 1973-74 year, but all of the administrators in the sample had served on committees that year. Twenty-one or 31.343% of the sample served on a single committee, with 10 or 14.9% serving on two committees, 5.9% on three, 2.9% on four, 7.4% on five, 4.4% on six, and one person (1.4% of the sample) on seven committees. All of the administrators in the sample served on three or more committees with the highest number of administrators on five committees and one administrator on seven committees.

In summary, most faculty, (64%), who serve on committees are on only one, while most administrators, (100%), are on three or more with most of them, (66%), on five or more.

4. Four of nine, (44%), of the administrators sampled were committee chairpersons. Six of 34 faculty, (15%), claimed a committee chair. There was obviously some confusion here between institutional standing committees and committees of all types. Only one faculty member chairs an institutional standing committee. No students or classified staff members in the sample were institutional committee chairpersons. One of two counselors in the sample held a committee chair and 50%, (two of four), non-teaching but non-administrative held top committee posts. In the detailed analysis of the institutional committee membership cited earlier in this paper it was found that 12 of 15 committee chairs, (80%), were held by administrators with two others held by non-teaching personnel and only one held by a faculty member. Only one committee chair was filled by election of the committee. Clearly administrators dominate committee membership numerically as well as exercise considerable control through a virtual stranglehold on committee chairmanships.

5. Information on former committee memberships did not prove useful but

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did indicate that 26% of the sample had never served on a committee during their tenure at the institution.

6. Most of the sample had been members of the college staff for a considerable length of time. The largest group, (29%), had been at the institution for 11 years or more, with only seven persons, (10.4%), on staff two of fewer years. Sixty-seven percent had five years or more of service to the institution. The evidence is clear that the faculty tends to be an older group with long service to the institution. Five of the nine administrators in the sample had 11 or more years of service at the college.

THE OPINION QUESTIONS

Five significant findings can be supported on the basis of replies to the 30 opinion questions selected from the questionnaire. These findings can be summarized as follows:

1. The administration is firmly in control of the governance structure and the committee structure at the college.

2. Few faculty believe there is ample opportunity for involvement in the governance of the institution through the committee structure, although, all groups except faculty believe there is ample opportunity for student involvement.

3. A significant number of faculty believe that "playing the committee game" is a waste of time and effort since the administration makes all the decisions in the long run.

4. A number of existing weaknesses in the institutional committee system are widely recognized and there is considerable support for some suggested reforms.

5. Committee and institutional goals are imperfectly understood by the faculty generally or by members of the committees.

Individual question responses will be examined below to support the major

findings of the survey:

ADMINISTRATIVE CONTROL

Ironically, most people on the staff feel it is relatively easy to obtain access to the committee process. In response to the statement "It is not easy for new ideas about educational practice to receive a hearing at the committee level in this institution" 48.1% of the respondents disagreed or strongly disagreed versus 30% who agreed or strongly agreed. A relatively high number of the sample had no opinion, perhaps indicating they have had little occasion to advance new ideas to the committee level or that they have simply not been involved in committee work.

On the basis of the sample response it can be assumed that few members of the staff feel strongly that the administration believes in a concept of shared authority on campus. Sixty-one percent of the respondents disagreed or strongly disagreed with the statement that shared authority "describes fairly well the system of governance on this campus." A high no opinion response (22.3%) may indicate a less than universal understanding of "shared authority" and governance theory on the part of the staff at the college.

There was a close division of opinion on whether or not the presence of large numbers of administrators on committees tended to inhibit frank discussion by faculty on committee issues. Twenty-one percent strongly agreed with the statement with just over half, (50.7%), either agreeing or strongly agreeing. Fifty-five percent of the faculty agreed with the statement with 62.5% of the administrators surveyed disagreeing with the statement.

A similar division of opinion prevailed in regard to administrative familiarity with education law, board policy, and administrative regulations as the key to dominating committee deliberations. Thirty-four percent of the faculty disagreed that administrators dominate committee deliberations because of their

superior knowledge of law and policy. Thirty-one percent of the administration disagreed with the statement.

A significant percentage of the sample traced administrative dominance of the governance structure to a much simpler thing: access to secretarial services. Seventy percent of the faculty surveyed believed access to secretarial service was the key to the administration's dominance of the college governance structure, including committee work. Administrators, however, did not share the faculty's high regard for the importance of easy access to secretarial services. Only three administrators agreed with the statement with two-thirds disagreeing or having no opinion. Perhaps it is impossible to accurately assess the effect of access to secretarial service on faculty enthusiasm for committee work, but it is obvious the faculty consider it important. If secretarial service could be made available to committee members either through access to a clerical pool or by having administrative members share their secretarial capability with committee members it might well stimulate faculty enthusiasm for committee work and consequently for involvement in institutional governance.

Whereas faculty agree overwhelmingly that administration is in control of the committee structure, they are not ready to admit committees cannot exercise some authority. Forty-four percent of the sample disagreed or strongly disagreed with the statement that committees have no authority "except through administrative chairmen." By contrast, 52% of the faculty responding agreed with the statement, including 12% who strongly agreed. Most surprising of all, 67% of the administrators agreed with the statement, although none strongly agreed. The evidence seems to indicate that most people who have had committee experience accept as a fact that the real power of committees comes only through the strength and advocacy ability of the administrative chairperson and not from the power of the committee itself.

A sharp division of opinion exists as to whether administrative chairpersons manipulate decisions taken by institutional committees. Faculty believe it, (54% strongly agree or agree), and administrators do not, (55% disagree or strongly disagree). Again, a high no opinion factor, (29%), was involved, probably reflecting again the opinions of persons who have had little or no experience with committee deliberations. The question provoked a wider spread of opinion than most and was probably answered emotionally by many of the staff members who responded. Fourteen percent of the faculty "strongly agreed" with the statement and 11% of the administration "strongly disagreed." Both responses were higher than normal at the extreme ends of the scale of opinion.

Neither faculty nor administration think older faculty dominate committee membership at the two-year college under study, as is the case in most four-year colleges and universities. Fifty-eight percent of the faculty did not consider this the case and 67% of the administration disagreed with the statement "Older faculty dominate most institutional committees." The evidence can be looked at from another angle. If older faculty do not dominate an institutional committee structure, is that a symptom of institutional ill-health? Perhaps institutional committee structures ought to be dominated by older faculty since they represent a major reservoir of experience, knowledge, and faculty veneration. It is possible to surmise that older faculty in institutions where governance structures are overwhelmingly dominated by administration become "governance dropouts" because they become disillusioned with investing their time and energy in committee work when the administration holds all the trump cards. Perhaps a major priority in such a situation ought to be reform of the committee system in such a way that older faculty are again drawn into enthusiastic participation in a system of shared governance that really works and pays dividends of progressive reform in the institution. To continue to

to perpetuate a system that turns off older faculty is a tremendous waste of potential. Committee work must be made rewarding and meaningful or it becomes mere window dressing that will disenchant the most able and creative people on campus.

All of the foregoing questions support the major finding that staff members, particularly faculty, are convinced that the governance of the institution is clearly in the hands of the administration. Sixty-seven percent of all respondents agreed with the statement, including 77% of the faculty sample. A high 21% of the faculty respondents strongly agreed with the statement. Administrators were split on the question with 44% agreeing, 44% disagreeing and 11% strongly disagreeing with the statement. None of the 43 faculty strongly disagreed with the statement and only 19% disagreed.

OPPORTUNITIES FOR MEANINGFUL INVOLVEMENT IN GOVERNANCE

Few faculty agree that there is wide faculty involvement in important decisions about how the institution is run. Seventy-nine percent disagreed or strongly disagreed with a statement to that effect, including 28% who strongly disagreed that faculty have wide involvement in governance. Administrators, however, think there is wide involvement, although not overwhelmingly. Fifty-six percent of the administration agreed there was wide involvement, but 33% disagreed. A fair assumption is that the faculty recognizes that although 73 of their number serve on committees they are not able to actually effect significant determinations of how the institution should be governed. Administrators, by contrast, may equate numerical involvement with significant involvement in perceiving that there is wide faculty involvement in important campus decisions. It is one thing to have some say in decision-making deliberations, it is quite another to see some tangible results of those deliberations in institutional policies and programs.

One thing upon which faculty and administration agree is the desirability of having classified staff represented more adequately on institutional committees. More than 67% of the total sample agreed with 17.9% agreeing strongly. Among faculty 76% agreed and 66% of the administrators concurred, with 22% of them strongly agreeing.

The issue of student representation on committees is another decisive one between faculty and administration. One would expect faculty, who are closest to students, to be the strongest supporters of student representation on institutional committees--and they are. Sixty-three percent of the faculty in the sample disagreed with the statement "Students have ample opportunity to participate in college policy making," including 19% who strongly disagreed. Among administrators in the sample 67% agreed that students have ample opportunity, but none strongly agreed. As might be expected, all of the students sampled strongly disagreed with the statement that students had ample opportunity to participate in college policy making.

FACULTY RELUCTANCE

Faculty reluctance to serve on committees is clearly indicated by the results of several questions on the survey. This reluctance is, of course, related to faculty perceptions that the administration is firmly in control of the college governance process and the belief on the part of faculty that there is not ample opportunity for wide faculty involvement in the governance processes of the institution.

Nearly 80% of the faculty in the sample agreed or strongly agreed with the following statement, including 21% who strongly agreed:

> Most faculty are reluctant to spend much of their time in committee assignments because they realize that committees have no real power in determining institutional direction.

Of the administrators polled, 67% disagreed with the statement although

22% agreed with it. Of the total sample, 62.6% agreed or strongly agreed, (13.4%). The implication seems clear that a more representative and meaningful committee structure with real power to effect change would increase faculty participation. As long as faculty regard committee work as a meaningless exercise that only gives the appearance of democratic process they will avoid deep commitments and serious involvement.

The problem with the existing committee system is that the work committees do is too often rendered ineffective by the actions of other committees or administrative bodies according to a significant number of respondents to the survey. Seventy-six percent of the faculty responding agreed or strongly agreed with the statement with only seven percent expressing disagreement and 16% expressing no opinion. Over half of the administrators responding, (56%), also agreed with the other 44% in disagreement. Sixty-eight percent of the total sample agreed with the statement.

It seems obvious that one problem with governance is the number of layers proposals for reform or new policies must go through before they become institutional policy or board policy. This problem is amplified in a multi-campus district such as the one of which Fresno City College is a part. Not only must committee proposals by one committee be referred to other campus committees for concurrence, they must also clear an administrative committee (the instructional staff committee) and the president's cabinet, which is advisory only to the president.

Even if a proposal does receive campus approval by clearing all the different hurdles, it must still survive the district layer of administrative committees. If the proposal has district ramifications it must be referred to the Educational Coordinating Policy Committee, which has no faculty representation, and finally it must receive approval from the superintendent's cabinet, which

also has no faculty representation) before it can be sent to the board of trustees, if appropriate, for action.

The greatest fear, however, and, we feel, the greatest cause of faculty discontent is that an administrator as committee chairman or as administrator may simply choose not to advance the proposal to another committee or will engineer its defeat by another campus or district committee. This possibility exposes a basic weakness in the college committee structure or in any committee structure dominated by administration. Institutional committees have no recourse to arbitrary administrative action except, in California at least, through the cumbersome device of pleading a case to the faculty senate and convincing the senate to bypass the administration and request the legally-sanctioned appearance before the board. What is needed is a system of recourse that faculty and committees understand and of which they approve. This need not be a system that neuters administration, it could rather be an informational system of keeping track of the progress of committee recommendations and assuring that some administrative person is responsible for seeing that recommendations are advanced for further institutional or district consideration. If they are not, the administration should be required to explain why they were not to the appropriate committee. A related need is to provide a means of advocacy of committee proposals at other campus and district committee levels. To leave advocacy entirely to an administrative committee chairperson is to assume that faculty and administrative viewpoints are always or even usually in harmony--a situation that seems demonstrably untrue.

Basic to faculty attitudes about committee work is a widely held belief by faculty that committees are simply devices administrations create to give the appearance of faculty participation. Nearly two-thirds of the faculty sample, (66%), agreed or strongly agreed with a statement indicating this was

the case, with a significant proportion, (26%), agreeing strongly. Among administrators 22% strongly agreed with the statement "Committee work is more often a device to give the appearance of faculty participation than a genuine opportunity to bring about change in the college," and 11% agreed. This compared to 44% of administrators who disagreed and 22% who strongly disagreed. These results confirm responses to similar questions that reflect on administrative control and style in regard to the intentions of the committee structure. Clearly, a majority of the faculty feel their contributions of time and effort in committee work are to a large degree negated by an administratively-dominated arrangement that manipulates and controls the outcome. Faculty have little support for committee work as an agent of significant campus reform.

Faculty mistrust of administrative intentions in regard to committee work would obviously affect faculty attitudes toward committee work in general. The survey confirms a negative faculty attitude about committee work in general. On one question 63% of the faculty respondents agreed or strongly agreed that "Committee assignments are more often chores to be tolerated than opportunities to bring about institutional change." Twenty-five percent of the faculty disagreed, (including 2% who strongly disagreed). Rather surprisingly, more than half, (56%), of the administrators sampled agreed with the same statement with only 35% in disagreement, including 11% who strongly disagreed. It appears that neither faculty or administrators are happy with a system that provides for faculty input that can be overruled or ignored at other levels in the institution and in the district.

A final question treating the same area confirms the generally low regard faculty, administration, and staff have for the committee system as it is presently constituted. Nearly 63% of the total sample agreed or strongly agreed that "Too many committees do little meaningful work." Among faculty 65% agreed or strongly agreed with the statement and administrators showed strong emotional

affirmation with 44% strongly agreeing and an additional 11% agreeing. Only 16% of the faculty in the sample disagreed with the statement.

Much of the institutional disenchantment with the committee system seems related to a lack of understanding of committee function in governance, fuzziness of institutional goals, and a feeling of helplessness among staff should committee recommendations simply be rejected or ignored.

Over 70% of the respondents disagreed or strongly disagreed with a statement that committee members well understand the role of committees in the governance of the institution. Among faculty 75% indicated disagreement or strong disagreement with the statement, with 56% of administrators in the sample also indicating disagreement or strong disagreement. Committee goals and functions need to be understood by all staff in terms of the committee function as a part of institutional governance.

The goals of the college itself seem better understood generally than the role of committees in governance. Forty-four percent of the sample agreed that "The institutional goals of Fresno City College are sufficiently understood so that it is possible to relate committee work to them," compared to 40% who disagreed or strongly disagreed. Seven percent expressed no opinion. Among faculty only 12% strongly agreed with the statement and none of the administrators strongly agreed. The closely divided opinion seems to indicate a lack of common agreement and clear understanding of institutional goals. In a healthy institution wide agreement on goals and objectives should exist among all segments of the staff. It appears there may be ramifications here for restudy of institutional philosophy and goals in order that all staff members can relate their activities continuously to well-understood institutional goals.

A related specific question dealing with committee work refers to staff members understanding of the means of recourse committees have should their recommendations be overturned or ignored by some other body or administrator.

Fifty-six percent of the staff members and students sampled disagreed or strongly disagreed with the contention that "committee members clearly understand what recourse they have should committee recommendations be rejected by the administration." Faculty and administration expressed similar skepticism about staff knowledge of committee recourse procedures. Among faculty 63% disagreed or strongly disagreed with the statement and administrators expressed the same reaction with a negative response of 55%.

The committee role in governance, institutional goals, and committee goals and recourse are all areas of the college function that appear to need clarification and restudy. All three areas would seem to have excellent potential as in-service topics for staff at the college. Few people, including administrators, will have much enthusiasm for a committee system in which participants imperfectly understand committee functions in governance, the relationship between institutional goals and committee work, and the means of recourse should committee recommendations be rejected or ignored.

PRESENT WEAKNESSES AND PROPOSED REMEDIES

A number of items on the survey sought staff reactions to proposed remedies and solicited opinions about specific weaknesses of the existing institutional standing committee system.

The highest single level of agreement among the responses was that a committee system that assured meaningful participation of faculty would promote greater participation on the part of faculty. Almost one-third of all respondents, (32.8%), strongly agreed with the statement. Eighty-eight percent either strongly agreed or agreed that faculty must have a meaningful role in "determining the policies and direction of the institution. . . ." The present system of consultation without effective recourse is not, apparently, palatable as a system of governance to any segment of the staff.

Another question dealing with a specific reform also was supported at the 88% level by respondents. Only six persons in the sample did not agree or strongly agree that "A more detailed explanation in writing of goals, authority, and recourse of each committee would be helpful in improving the effectiveness of institutional standing committees." Thirty-three percent of the faculty strongly agreed and 44% of the administrators polled strongly agreed. Past practice has been to handle this function very informally, (i.e. verbally), and this nonsystem is obviously unacceptable to most members of the staff. A related question on committee goals achieved an even higher level of support. More than 90% of the respondents agreed or strongly agreed that "Each institutional committee should establish written goals for itself and evaluate its performance at the end of each year." Almost a third, (32.8%), of the responses were "strongly agree" on this item.

How to achieve greater accountability from committees was the subject of another item on the survey. Nearly two-thirds of the sample, (65.6%), agreed or strongly agreed, (19.4%), that "A committee on committees that reviews the work of and examines the need for each campus committee would be useful in eliminating committees that are not really necessary." This would be one relatively simple way to reform the existing committee system without sudden radical changes. A year-long study by a committee on committees would be a way in which staff could actually take part in the creation of a committee system that would be responsive and effective.

The number of committees and the number of standing committees was an apparent area of concern among staff members. There seemed to be substantial agreement that there are probably too many institutional standing committees and that ". . .some of the standing committees should be 'ad-hoc' committees charged with developing policy and regulations to handle emergent situations

or ones that might occur in the future." Nearly three-fourths of the sample, (73.13%), agreed or strongly agreed with the statement. Among faculty in the sample 76% strongly agreed or agreed, and administrators expressed the same opinion at a level of 66%. It seems clear that most feel there should be fewer committees and that many of the committees should be problem-oriented ad-hoc bodies. The analysis of the committee structure at the college supports the contention. Our analysis identified three committees that had not met during the current year, and two committees that had not met this year or during the previous year. All three of these committees, however, were institutional standing committees, supposedly at the "nerve ends" of the institution where problems and concerns requiring institutional action arise frequently and on a continuing basis.

A significant amount of support was expressed for the election of committee members from the constituent segments of the institution. Sixty-seven percent of the sample agreed or strongly agreed that "The committee structure on major campus committees would be more representative and effective if committee members were elected from the constituent segments of the institution, such as divisions." Among faculty 89% agreed or strongly agreed with the statement, with 33% strongly agreeing. Administrators also supported the concept of election, supporting the statement at the 88% level. Clearly, this reform is called for at least on major committees, and the concept of administrative appointment is rejected.

A compromise reform calling for joint administrative-faculty appointment of committee members received much less support, but might be an interim reform that should be considered. Over half of the administrators polled expressed support for the concept, including 44% who strongly agreed with a system of administration-faculty leadership committee member selection. Faculty support was at the 65% level. The statement in full read "All faculty

members on institutional committees should be appointed by the faculty senate president with other members appointed by the college president." This system would have the effect of making faculty appointees more directly responsible to the faculty through the faculty senate and would also add prestige to the appointments, creating a psychic reward system for engaging in committee work. It would also assure that the administration would not be able to stack committees with faculty sympathetic to administration positions.

A more sophisticated representative governance structure also found support among both faculty and staff. This was the "federal" system used at Brookdale Community College in New Jersey and at more than 200 other community colleges in the United States. Over 56% of the sample agreed or strongly agreed that "An all-college legislative council made up of representative proportions of faculty and administration, (with power to override presidential vetoes by a 2/3 vote), would be a meaningful way to bring about real faculty participation in campus governance." The percentage of the sample who strongly agreed was a relatively high 20.8%. More than 20% also expressed no opinion, probably indicating lack of familiarity with the federal system as a governance device.

Two other specific items generated high levels of agreement and both dealt with the curriculum and instruction committee, one of the most important of the standing committees. Over 80%, (80.6%), of the staff sample agreed or strongly agreed that "The curriculum committee of the college should concern itself with broad curriculum issues rather than just approving or disapproving new and revised course proposals." The "strongly agree" level was a hefty 37.3% with no one strongly disagreeing and only ten percent disagreeing. Faculty discontent with the function and membership of the curriculum committee has been evident for some time. One concern has been that the committee, whose

faculty members are almost exclusively appointed by administrators, is dominated by administration and that meetings are devoted almost exclusively to routine approval of new and revised course proposals. It has been this writer's experience that 90% of the business of this committee consists of motions for the approval of new classes by a sponsoring administrator, seconding by another administrator, a few prefunctory questions, and favorable action by the committee. Little, if any, discussion of broad issues has transpired in the past five years, with the exception of a debate on general education.

In May of 1975, at the behest of the Dean of Instruction, the committee was restructured as outlined in Appendix E. Certainly this was an overdue and badly needed reform and the curriculum committee will certainly be more representative in the future because of it. The chairman of the committee, however, did indicate at the time of the reform that he considered the curriculum committee an administrative committee advisory to him as Dean of Instruction.

A second suggested reform dealing with the curriculum committee also received significant support and indicated the level of faculty support for the concept that teachers should control committees dealing with instructional matters. Nearly 30% of the sample strongly agreed with the statement "Committees that deal with curriculum and instruction should be chaired by classroom teachers, not administrators." Fifty-six percent of the faculty agreed or strongly agreed, with a third of the administrators polled registering disagreement.

SUMMARY

Significant numbers of faculty, based on a representative sample, believe governance is controlled by administration at Fresno City College and that the institutional committee structure is ineffective and wasteful. The relationship

between committee work by faculty and reform and change in the institution is considered a negative relationship by most faculty. Committee ineffectiveness is related to lack of understanding of the role of committees in governance and lack of general agreement and understanding of college and committee goals and objectives. Recurrent attitudes indicate that many older faculty are no longer willing to participate in committee work because they have not found it to be an activity that brings about results, but rather an exercise in futility. Strong support exists for a number of reforms that could be accomplished without radical changes in the existing system. One of these would be the establishment of written goals for each committee and year-end reports of activities. A second would be a thorough study of the existing committee structure by a college task force or committee on committees. Faculty will become involved and re-involved in committee work when they can see that it has meaningful effect on the direction and policies of the institution and is not a hollow exercise constantly subject to arbitrary administrative decision.

PROGRESS

A number of reforms and changes have already been generated as a result of this practicum and associated research. No doubt some of them would have come about in any event, but we think our work on this practicum has accelerated concern for the reform of the institutional committee system and related institutional and district processes and concerns. In brief, the following have happened or are anticipated in the near future:

1. The curriculum and instruction committee has been restructured as stated above.

2. Institutional representation on the faculty senate has been broadened to include attendance by administrative officers from the three major administrative structures on the campus, classified staff, and students. This is a

means of moving toward the kind of institutional concensus that would be the aim of the creation of a unicameral or all-college senate.

3. The faculty senate has established a committee on senate reform that could quite conceivably study the all-college senate concept as a possible alternative means of structuring the senate.

4. Discussions with the district superintendent were begun relative to the need for the inauguration of a systematic analysis of institutional values and goals by representatives of all campus segments, members of the community, alumni, and trustees. A strategy proposal was developed, (attached as Appendix G), and presented to the superintendent. The result of these activities was that the superintendent concurs in the need for the restudy of institutional goals and plans are being laid for a year-long study of the topic culminating in the promulgation of a statement of philosophy for the district and its two collegiate institutions. The topic was discussed at a recent administrative retreat and will be an agenda item at an early meeting of the faculty senate during the fall semester of 1975.

V. RECOMMENDATIONS

V. RECOMMENDATIONS

A considerable number of recommendations are indicated by the results of this practicum and the associated studies of committee structures at other colleges and the institutional committee structure at Fresno City College. Some of the recommendations are general and some more specific, but all address concerns that surfaced repeatedly in the responses to the questionnaire or seemed dictated by the examination of the existing committee structure at the college.

Three possibilities suggest themselves as ways to address the obvious weaknesses of the existing structure, revitalize faculty participation in governance, and move the college toward a system of shared authority among colleagues and away from exclusive administrative dominance and control of the institutional committee system, the major campus governance vehicle. One possibility would be to reform the existing institutional committee structure to promote true democratic participation by faculty and staff. A second would be to move from a system of administratively controlled committees to a joint faculty-administration system through joint appointment of committee members by administration and the faculty senate. A third would be to replace the current system with a legislative body, an all-college or unicameral senate, with representation from all segments of the campus.

The recommendations that follow address these possibilities and a need basic to any successful governance system: agreement on commonly understood institutional goals and philosophy by all segments of the campus community. Without that, no system of governance, indeed, no college or other institution, can hope to function purposefully and well.

It is recommended that:

1. The college strive to develop a system of fewer committees with specifically designed responsibilities and move away from the existing system with its large number of committees, some of which do not function at all. Whatever system is implemented, a major goal should be to change the system from one that is administratively dominated to one that takes full advantage of and maximizes faculty and staff participation.

2. Each existing committee be evaluated in terms of its purpose and function, membership, authority, and recourse. In considering purpose and function, the critique should focus on what really happens in committee meetings and how this relates to the stated purpose of the committee. Membership should be evaluated in terms of how members are selected, what actual attendance has been, and meeting frequency. The authority of the committee should be considered in terms of what power the group has in the governance process of the institution and what happens after the committee has taken action. Any restrictions on the committee's authority should be clearly identified and considered. A final item of consideration should be what provision, if any, exists for recourse in the case of conflict or disagreement and how such recourse procedures can be implemented.

3. A committee on committees be established to evaluate the need for committees, act as a clearinghouse for synopses of committee actions and deliberations, circulate committee agenda, announce committee hearings on particular topics of interest to different segments of the staff, monitor the continuing need for committees and recommend changes in committee structures, make an annual presentation to the faculty senate or a general faculty meeting and to the president's cabinet, and accept nominations from the general faculty or departments/divisions for election to key committees. The committee on committees could also conduct the elections where appropriate.

4. A systematic study of institutional and district goals and philosophy be undertaken at the earliest time. Institutional goals and objectives must be spelled out in writing, analyzed, publicized, and revised until they are thoroughly understood and largely accepted by the total college community as the touchstone of further development, future planning, and governance operations.

5. A system of joint faculty-administration committees be studied as an alternative to the existing system. Membership on such committees would be jointly appointed by the faculty senate president and the college president and would have the advantage of assuring faculty responsiveness and responsibility to constituents through the faculty senate. The ratio of faculty to administration should be no less than three faculty to each administrator. Joint committees that could be initially established might be a curriculum committee, a student affairs committee, a committee on academic standards, and a committee on instructional resources and evaluation, (after Richardson, Blocker, Bender).

6. The college administration and faculty, possibly through a committee on committees or college task force, study the possibility of implementing a "federal" system of governance based on an all-college senate such as the one in use at Brookdale Community College in New Jersey (See Richardson, Blocker, Bender, Governance for the Two-Year College) as an alternative to the existing dysfunctional committee system.[35]

7. A list of committees and their members be published each fall and distributed to faculty, students, and staff. Such a list should include the members names, the mission or goals of the committee, the regular meeting time and place, and the major items anticipated for committee discussion and deliberation during the coming year. The aim would be to improve communication between

faculty and staff and committee members as well as to stimulate greater involvement by general faculty in the governance process of the institution.

8. A system of rewards for service on committees be devised, particularly for conspicuous service such as serving as a major committee chairperson or campus task force chairperson. Possibilities might be a stipend, released time, or direct secretarial help for chairpersons of major committees. Other less costly and satisfactory possibilities might be recognition by ceremony, letter, or publication of the services of all committee members or listing the names of committee members who helped develop policy proposals in the background materials when such proposals reach the board of trustees.

9. Clerical support be provided to all joint or institutional committees by either the office of the administrator most closely related to the committee's major tasks or by the provision of access to a clerical pool or by a combination of the two. The aim should be to make it easy for committee members to get copies of pertinent materials, obtain typing services for the preparation of position papers for circulation, and have clerical services available for the preparation and circulation of minutes, agenda, and reports.

10. Faculty members on institutional committees be elected from the smallest feasible constituency of the faculty at large. Representatives from other segments of the college, (i.e. students and classified staff), should likewise be democratically chosen by their peers.

11. All faculty be notified well in advance of committee meetings and agenda items with an indication of when the committees will meet, the location of the meetings, and the probable discussion items.

12. All committees keep and circulate minutes or synopses of committee actions to all faculty on a regular basis.

13. Each committee compile and circulate to the faculty and administrative staff an annual report of actions taken and the disposition of recommenda-

tions. The reports from all committees could possibly be compiled by a committee on committees for distribution to staff members.

14. Each committee circulate policy recommendations it plans to consider and hold hearings on them if sufficient interest is indicated by faculty and other staff.

15. Meetings of all committees be open to all staff members and that this policy be well publicized to all staff.

16. No institutional standing committee or alternate group exceed 15 members in size. An exception would be an all-college or unicameral senate if one were established.

17. The curriculum and instruction committee be restructured to include a faculty majority elected from instructional areas or divisions. The dean of instruction should serve as a committee member and other division administrators as non-voting resource persons. The committee should also establish as a part of its mission consideration of broad curriculum issues as well as being a review body for proposed additions of changes in curriculum.*

18. Division deans be removed from voting membership on the sabbatical leave committee and the committee become a faculty committee advisory to the dean of instruction. Committee members should be elected from the constituent divisions with appropriate representation from other areas such as counseling and non-teaching management personnel. The committee should elect its own chairman and should also consider publishing proposals of those granted sabbaticals and publishing reports or synopses of reports by faculty returning from sabbatical leave.

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*A part of this recommendation has already been accomplished with a substantive restructuring of the curriculum committee, (see Appendix E).

19. A one-year charge be made to the innovations committee to establish guidelines for implementing innovative projects or activities through the appropriate elements of the college program. Upon presentation of its recommendations to the appropriate faculty and administrative bodies (probably the curriculum committee and the president's cabinet) the committee should be disbanded.

20. If the existing committee structure is retained the evening division committee and the summer session committee be dropped as institutional committees and those committees' functions be assumed by the curriculum and instruction committee or a subcommittee thereof.

21. Classified staff representation be added to all existing committees or new committees that deal with topics that have major ramifications for the work load or institutional processes in offices primarily staffed by classified personnel.

22. Student membership be added to the academic standards subcommittee of the student personnel committee and that the student personnel committee add sufficient students to its membership so that students constitute a majority.

VI. APPENDIXES

APPENDIXES

APPENDIX A: Suggested Composition and Functions of Committees at Fresno City College

APPENDIX B: Items of Interest to Several Constituencies that would have been Appropriate for Consideration by an All-College Senate at Fresno City College during the 1973-74 College Year.

APPENDIX C: Standing Committee Survey Sheet

APPENDIX D: Survey Instrument to Assess Attitudes of Staff Toward Committee Work at Fresno City College

APPENDIX E: Memorandum and Related Materials from Dean of Instruction at Fresno City College to Committee Members Announcing Restructuring of Curriculum and Instruction Committee (August 14, 1974)

APPENDIX F: Institutional Standing Committees at Fresno City College 1973-74

APPENDIX G: Project 75: A Strategy for Change; a Paper Prepared by G. Stokle and L. Kavanaugh Outlining a Plan for a Year-Long Study of Institutional Goals and Objectives at Fresno City College (1974)

APPENDIX A

Suggested Composition and Functions
of Committees at Fresno City College

(See Section IVb. of the practicum)

APPENDIX A

CURRICULUM COMMITTEE: SUGGESTED COMPOSITON AND FUNCTION

COMPOSITION

A representative of each division, a member of the student personnel staff, a member of the Learning Resources Center staff, a member of the allied health program staff, and three students. The president of the college may designate an additional member. The chairman shall be a faculty member.

FUNCTIONS

1. To recommend new policies or courses of action as needed.

2. To concern itself generally with the educational policies governing the programs of the college and with their appropriateness as means to the realization of the educational objectives of the college.

3. To review new curricula, programs, departments, and courses, or changes, and to report its recommendations to the college senate for action.

4. To review the existing curricula, programs, departments, and courses, and to make such recommendations as seem desirable.

5. To review and evaluate the number, descriptions, credit hours, contract hours and prerequisites of courses.

Source: Richardson, Blocker, Bender, Governance for the Two Year College, p. 200.

APPENDIX A

STUDENT AFFAIRS COMMITTEE: SUGGESTED COMPOSITION AND FUNCTION

COMPOSITION

Five student members and four faculty members. The president of the college may designate an additional member. The chairman shall be a student member.

FUNCTION

1. To consider requests for recognition by campus student organizations and to make recommendations to the student senate concerning the type of recognition to be granted.

2. To review the activities of student organizations annually and make recommendations for the withdrawal of recognition on the basis of inactivity or failure to observe the conditions of their bylaws.

3. To serve as an advisory board to the student newspaper. In this capacity, the committee shall endeavor to encourage journalistic responsibility. In the event that an editor fails to exercise responsibility, the committee may take steps to impeach or remove him after holding hearings and according due process rights. Recommendations involving removal of a student editor shall be provided at the request of the faculty advisor to the students newspaper or the president of the college.

4. To serve as a review board with respect to choice of speakers. The names of individuals to be invited to speak on campus for other than classroom situations shall be provided to the dean of student personnel services prior to the time that any invitation is issued. In the event that the choice of

speaker is questioned, the matter shall be referred to this committee. The recommendations of the committee will be reported to the president of the college for final disposition.

5. To make recommendations to the college council regarding policies and their implementation in the cocurricular affairs of students. The committee may also consider and make recommendations concerning problems and practices, new services or such other matters related to cocurricular activities as may be brought before it by members of the student association, faculty, or administration.

6. To serve as a review board for requests for the replacement of faculty advisors. The recommendation of the committee will be reported to the president of the college for final disposition.

Source: Richardson, Blocker, Bender: Governance for the Two Year College, p. 201.

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APPENDIX A

ACADEMIC STANDARDS COMMITTEE: SUGGESTED COMPOSITION AND FUNCTION

COMPOSITION

Five faculty members and five student members. The president of the college may designate an additional member. The chairman shall be a faculty member.

FUNCTIONS

1. To concern itself with all questions pertaining to high academic standards, criteria for admission to career and transfer curricula, development of policies for the evaluation of transfer credit, the awarding of honors and academic probation. *

2. To act as a board of review for petitions by students or faculty requesting modification of graduation requirements, by students seeking readmissions, and by students requesting a reevaluation of transfer of credit.

3. To act as a policy making body for the allocation of financial aid. To recommend policies for the allocation of scholarship funds, grants in aid and long-term loan funds.

4. To make recommendations to the college senate in connection with policies concerning the foregoing responsibilities.

5. To assume responsibility for the formulation of policies and guidelines concerning the commencement program. *

6. To prepare and recommend to the college senate the annual academic calendar. *

Source: Richardson, Blocker, Bender: Governance for the Two Year College, p. 201.

APPENDIX A

INSTRUCTIONAL RESOURCES COMMITTEE: SUGGESTED COMPOSITION AND FUNCTION

COMPOSITION

Five faculty members, Director of Learning Resources Center, and three student members. The chairman shall be a faculty member. The president of the college may designate an additional member.

FUNCTIONS

1. To review new developments in educational technology and to provide information to the faculty concerning such developments. To arrange for demonstrations when this may be appropriate.

2. To develop and recommend to the faculty, procedures for ensuring the acquisition, availability, and use of a well-balanced collection of books, periodicals, and other instructional materials.

3. To stimulate proposals for innovative approaches to the educational objectives of the college, and to review proposals involving requests for released time. Recommendations concerning such proposals shall be made available to division chairmen and administrators for their guidance.

4. To study and recommend to the college senate methods of collecting information for the evaluation of instruction.

5. To recommend to the college senate revisions of existing policy or developments of new policy to facilitate implementation of the above described responsibilities.

Source: Richardson, Blocker, Bender: Governance for the Two Year College, p. 200.

APPENDIX A

STUDENT AFFAIRS COMMITTEE: SUGGESTED COMPOSITION AND FUNCTION

COMPOSITION

Seven student members, two administrators, and two faculty. The president of the college may designate an additional member. The chairman shall be elected by the total committee, and should preferably be a student.

FUNCTIONS

1. To consider requests for recognition by campus student organizations and to make recommendations to the student senate concerning the type of recognition to be granted.

2. To review the activities of student organizations annually and make recommendations for the withdrawal of recognition on the basis of inactivity or failure to observe the conditions of their bylaws.

3. To serve as an advisory board to the student newspaper. In this capacity, the committee shall endeavor to encourage journalistic responsibility. In the event that an editor fails to exercise responsibility, the committee may take steps to impeach or remove him after holding hearings and according due process rights.

Recommendations regarding removal of a student editor shall be provided at the request of the faculty advisor to the student newspaper or the president of the college.

4. To serve as a review board with respect to choice of speakers. The names of individuals to be invited to speak on campus for other than classroom situations shall be provided to the dean of student personnel services

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prior to the time that any invitation is issued. In the event that the choice of speaker is questioned, the matter shall be referred to this committee. The recommendations of the committee will be reported to the president of the college for final disposition.

5. To make recommendations to the college senate regarding policies and their implementation in the co-curricular affairs of students. The committee may also consider and make recommendations concerning problems and practices, new services or such other matters related to co-curricular activities as may be brought before it by members of the student association, faculty or administration.

6. To serve as a review board for requests for the replacement of faculty advisors. The recommendation of the committee will be reported to the president of the college for final disposition.

Source: Richardson, Blocker, Bender: Governance for the Two-Year College, p.201.

APPENDIX A

CURRICULUM COMMITTEE: SUGGESTED COMPOSITION AND FUNCTION

COMPOSITION

a) Two full-time faculty members from each division elected by their teaching peers within the division.

b) One member from the Faculty Senate.

c) One counselor selected by his/her fellow counselors.

d) Two students selected by the Student Senate in whatever manner they deem appropriate.

e) The Dean of Instruction.

Given six divisions for the 1974-75 school year, the total membership of the committee would therefore be 17, including the Dean of Instruction. The chairman shall be elected by the total committee, and should preferably be an instructor. Division deans as well as other administrative personnel will still be called on by the Curriculum Committee as resource personnel.

Additionally all administrative personnel would be involved in the process when curriculum proposals are reviewed at the Augmented President's Cabinet Meetings.

FUNCTION

1. To study and make recommendations on all matters relating to curriculum development and instructional improvement.

2. To recommend new policies or courses of action as needed.

3. To review new curricula, programs departments, and courses or changes and to report its recommendations to the appropriate body for action.

4. To review the existing curricula, programs, departments and courses, and to make such recommendations as seems desirable.

5. To review and evaluate the number, descriptions, credit hours, contract hours and prerequisites of courses.

6. To recommend policies to help differentiate between transfer courses, non-transfer courses, adult education and community service courses.

7. To concern itself generally with the educational policies governing the programs of the college and with their appropriateness as means to the realization of the educational objectives of the college.

Source: Ellish, Arthur: Memorandum to President McCully and Members of the Augmented Cabinet, "The Recomposition of the Curriculum Committee," May 24, 1974.

APPENDIX B

ITEMS OF INTEREST TO SEVERAL CONSTITUENCIES THAT COULD HAVE BEEN CONSIDERED BY AN ALL-COLLEGE SENATE AT FRESNO CITY COLLEGE DURING THE 1973-74 COLLEGE YEAR.

APPENDIX B

ITEMS OF INTEREST TO SEVERAL CONSTITUENCIES WHICH COULD HAVE BEEN CONSIDERED BY AN ALL-COLLEGE SENATE AT FRESNO CITY COLLEGE DURING THE 1973-74 SCHOOL YEAR.

FACULTY ITEMS

1. District Policy on Nepotism: 4029.
2. District Policy on Teaching Assignment Principles: 4050.
3. District Policy on Grievance Procedure: 4250.
4. District Policy on Transfer of Personnel: 4063.

CURRICULUM ITEMS

1. New courses.
2. Deletion of old courses.
3. Ungraded course proposals.
4. Community Service short-term courses.
5. T.V. courses.
6. Classes which go out of state.
7. Test scoring by Scan Tron computer.
8. Large class instruction.
9. The evaluation of instructors and administrators.

ACADEMIC STANDARDS

1. Credit-no credit grading policies.
2. Forgiveness policy.
3. The evaluation of instructors and administrators.
4. The student initiated withdrawal date.
5. Weekly student contact hours.
6. Establishing an early semester calendar.

STUDENTS

1. Policy 6131: Academic Probation.
2. Policy 6164: Academic Dismissal.
3. Policy 6020: Non-resident students.
4. Policy 6034: Foreign students.
5. Field trip policies and regulations.
6. The evaluation of counselors and administrators.
7. Consideration of a child-care center and a womens center.

BUILDINGS AND GROUNDS

1. Campus Beautification Projects: trees, grass, park areas.
2. Parking policy and regulations.
3. Consideration of a colonnaded garden.
4. Campus safety.
5. Campus lighting.

APPENDIX C

STANDING COMMITTEE SURVEY SHEET

APPENDIX C

STANDING COMMITTEE SURVEY SHEET

COMMITTEE NAME: _____

NUMBER OF MEMBERS: _____ REGULAR: _____ EX-OFFICIO: _____

MEMBERSHIP BREAKDOWN: Administrators: _____
Faculty: _____
Other Staff: _____
Students: _____
Total: _____

COMMITTEE PURPOSE: (As stated in Faculty Manual):

CHAIRPERSON: Administrator: ____ Faculty: ____ Student: ____ Other: ____

FREQUENCY OF MEETINGS:

NUMBER OF MEETINGS:

NUMBER OF MEETINGS LAST YEAR: THIS YEAR:

MEMBERSHIP BREAKDOWN:

HUMANITIES: _____
SOCIAL SCIENCE: _____
MATH, SCI., ENGINEERING: _____
TECHNICAL & INDUST.: _____
BUSINESS: _____
NON-ADMIN. STAFF: _____
WOMEN: _____
ETHNIC MINORITY: _____
NUMBER OF STUDENTS WHO ATTENDED MEETINGS ON AVERAGE: _____
AVERAGE ATTENDANCE OF TOTAL MEMBERSHIP: _____

MOST FREQUENT ACTIVITY:

WHERE DO COMMITTEE RECOMMENDATIONS GO:

HOW DO COMMITTEE RECOMMENDATIONS BECOME POLICY:

DISTRIBUTION OF MINUTES/AGENDA:

REMARKS:

APPENDIX D

SURVEY INSTRUMENT TO ASSESS ATTITUDES OF STAFF TOWARD COMMITTEE WORK AT FRESNO CITY COLLEGE

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APPENDIX D

Dear _____

THE EFFECTIVENESS OF INSTITUTIONAL COMMITTEES
AS GOVERNANCE DEVICES AT FRESNO CITY COLLEGE

In an effort to study our committee structure systematically, Larry Kavanaugh and Gerry Stokel have chosen the above topic as their practicum on governance for Nova University.

We are anxious to hear your perceptions of how our committee structure works. We are therefore enclosing a questionnaire which we request that you complete and return to either Larry Kavanaugh's or Gerry Stokle's mailbox as soon as possible. In this way we hope to bring to light any problem areas and suggest recommendations for committee structure improvement.

All answers will be kept in the strictest confidence.

Sincerely,

LARRY KAVANAUGH, GERRY STOKLE

Fresno City College
May 24, 1974

BACKGROUND INFORMATION

1. Please indicate your status at the college.

_____a. regular faculty
_____b. counselor
_____c. non-administrator, but non-teaching
_____d. administrator
_____e. student
_____f. other

2. In what division or area of the college is your current appointment?

_____a. MSE
_____b. Humanities
_____c. T&I
_____d. Social Science
_____e. Business
_____f. Counseling
_____g. Other _____

3. Please indicate below the Institutional Committees you are serving on or have served on during the 1973-74 college year.

_____a. curriculum and instruction
_____b. evening college
_____c. personal and professional growth
_____d. innovations
_____e. library
_____f. sabbatical leave
_____g. special projects
_____h. summer session
_____i. student personnel
_____j. admission and retention
_____k. assemblies
_____l. student activities
_____m. student financial aids
_____n. counseling & guidance
_____o. health services and safety
_____p. food services
_____q. bookstore
_____r. environmental safety
_____s. other _____
_____t. none_____

4. Are you the chairperson of any institutional committee?

_____Yes Which one(s)_____
_____
_____No _____

5. Please indicate below the institutional committees you have served on in previous years.

_____a. curriculum and instruction
_____b. evening college
_____c. personal and professional growth
_____d. innovations
_____e. library
_____f. sabbatical leave
_____g. special projects
_____h. summer session
_____i. student personnel
_____j. admission and retention
_____k. assemblies
_____l. student activities
_____m. student financial aid
_____n. counseling and guidance
_____o. health services and safety
_____p. food services
_____q. bookstore
_____r. environmental safety
_____s. other _____
_____t. none

6. How many years have you been employed at Fresno City College?

_____a. 1-2
_____b. 3-4
_____c. 5-7
_____d. 8-10
_____e. 11 or more

7. How many years of college experience do you have?

_____a. 1-2
_____b. 3-4
_____c. 5-7
_____d. 8-10
_____e. 11 or more

SECTION ONE--PHILOSOPHY AND VALUES

Please indicate your response to the statements below by marking them as follows:

1 = strongly agree 2 = agree 3 = disagree 4 = strongly disagree 5=no opinion

- - - -

SECTION TWO--EFFICIENCY AND EFFECTIVENESS OF COMMITTEES

Please indicate your response to the statements by marking them as follows:

1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

____11. The role committees play in campus governance is well understood by committee members and the faculty at large.

____12. Those who will be affected by decisions participate in all decision stages from diagnosing the problem to implementing the solution.

____13. Committees base their conclusions primarily on the experiences and opinions of committee members.

____14. Committee assignments are more often chores to be tolerated than opportunities to bring about institutional change.

____15. Smaller committees, using resource personnel and meeting in open-door sessions, would be more efficient than the system we have now.

____16. Many committee members do not understand what role the committee plays or should play in campus governance.

____17. Most of our campus committees are too large to function effectively.

____18. Individuals should be allowed to serve on as many institutional committees as they want to.

____19. Committee decisions are often manipulated by committee chairpersons.

____20. Committees are ineffective because of poor preparation or organization.

____21. No person (faculty or administrator) should be allowed to serve as a regular member on more than three institutional committees.

____22. There is value in having many institutional committees even if they do not all have some particular issue to deal with all the time.

____23. In general, decision making on this campus is decentralized whenever workable or feasible.

____24. Reports of various institutional studies are announced generally and made available to the entire teaching and administrative staff.

____25. Too many committees do little meaningful work.

1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

---

_____26. Some standing committees should be ad hoc committees charged with developing policy and regulations to handle emergent situations or ones that might occur in the future.

_____27. Should committee recommendations be rejected by the administration, committee members clearly understand what recourse they have.

_____28. A more detailed explanation in writing of the goals, authority, and recourse of each committee would be helpful in improving the effectiveness of institutional standing committees.

_____29. The goals of the committee(s) on which I serve or served were clearly explained when I joined the committee and are periodically reviewed.

_____30. Committee work is more often a device to give the appearance of faculty participation than a genuine opportunity to bring about change in the college.

_____31. Most of the faculty and staff are barely aware of the deliberations and actions of campus committees.

_____32. Clear avenues of recourse are available to committees in the event committee recommendations are rejected or ignored by the administration.

_____33. Committees study the literature on teaching and learning and consult with experts in these matters before drawing conclusions about future academic policies or practices.

SECTION THREE--ADMINISTRATION-STAFF RELATIONS

_____34. The faculty in general is strongly committed to the acknowledged purposes and ideals of the institution.

_____35. Close personal friendships between administrators and faculty members are quite common.

_____36. Generally speaking, communication between the faculty and the administration is good.

_____37. Students have ample opportunity to participate in college policy making.

_____38. Faculty have ample opportunity to participate in college policy making.

_____39. The presence of large numbers of administrators on institutional committees tends to inhibit frank discussion by faculty on committee issues.

- -

1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

- -

_____40. Most administrators are resigned to the fact that faculty do not understand nor want to understand the administration point-of-view.

_____41. Most faculty are resigned to the fact that the administration does not understand nor wants to understand the faculty point-of-view.

_____42. Because administrators are more familiar with education law, board policy, and administrative regulations, it is inevitable that they will dominate institutional committee deliberations.

_____43. Because faculty lack easy access to secretarial services, they are forced to play a more limited role in college governance than the administration.

_____44. The justification for the existence of administrative staff is that they exist primarily to serve teachers and students so that the learning process can take place as efficiently and as effectively as possible.

_____45. Because they do not have easy access to information, the faculty is forced to play a more limited role in policy formation than the administration.

_____46. There is a strong sense of community, a feeling of shared interest and purpose, on this campus.

- -

1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

- -

SECTION FOUR--THE INFLUENCE OF SPECIAL GROUPS ON GOVERNANCE

____47. Faculty, students, and administrators all have strong influence in making decisions about changes in curriculum, teaching, and evaluation.

____48. Academic administrators exert strong initiative in planning and implementing educational change.

____49. Committee work is too often rendered ineffective by the actions of other committees or administrative bodies.

____50. Established procedures by which students may propose new courses or initiate changes in college regulations exist on this campus.

____51. Appointment of students to institutional committees is mere tokenism since students have no real power because of low numerical representation on committees.

____52. The T & I faculty have less voice in the determination of campus policy than other division faculty.

____53. Older faculty dominate most institutional committees.

____54. Most faculty are reluctant to spend much of their time in committee assignments because they realize that committees have no real power in determining institutional direction.

____55. The more authority the administration has on campus the less the faculty has.

____56. Committee work is fruitless since all major decisions are made by campus or district administrators sooner or later.

____57. Administrators, alone or in concert, dominate discussion and deliberations in committee meetings.

____58. The work of faculty senate committees and institutional committees often results in needless duplication of effort.

____59. The college committee structure is controlled by the administration through their over-representation on committees.

____60. Administrators, acting as chairmen, manipulate decisions taken by institutional committees.

- -

1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

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1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

---

_____61. Serious consideration is given to student opinion when policy decisions affecting students are made by committees.

_____62. In reality, a small group of individuals tends to pretty much run this institution.

_____63. Governance of this institution is clearly in the hands of the administration.

_____64. There is wide faculty involvement in important decisions about how the institution is run.

_____65. Students, faculty, and staff all have ample opportunity for meaningful involvement in campus governance.

_____66. Committees have no authority except through administrative chairmen.

_____67. A concept of "shared authority" (by which faculty and administration arrive at decisions jointly) describes fairly well the system of governance on this campus.

_____68. Institutional committees are often dominated by a small group of active faculty and staff members.

_____69. Institutional authorities generally represent my concerns in their decisions.

_____70. If I had an idea for institutional-wide academic change, I would have no difficulty obtaining a fair and open decision by those in authority.

SECTION FIVE--PLANNING AND REACHING OBJECTIVES

_____71. Long-range planning, embodied in a written document, is a high priority on this campus.

_____72. Educational objectives are fuzzy at this institution because basic institutional goals are neither clearly understood nor agreed upon.

_____73. At the present time, there is greater emphasis on division and departmental planning than on institution-wide planning.

_____74. Planning at this institution is continuous rather than one-shot or completely non-existent.

_____75. The only consistent planning that goes on at this institution is that mandated by law such as the educational master plan, the vocational education master plan, and the construction master plan.

1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

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1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

---

____76. Recently there have been a number of major departures from old ways of doing things at this institution.

____77. Currently there is wide discussion and debate in the campus community about what the institution should be accomplishing five to ten years in the future.

____78. Most certificated staff tend to see little real value in data-based institutional self-study.

____79. Laying plans for the future of the institution is a high priority activity for senior administrators.

____80. There is an air of complacency among many of the staff, a general feeling that most things at the college are all right as they are.

____81. The institution is currently doing a successful job in achieving its various goals.

____82. It is not easy for new ideas about educational practice to receive a hearing at the committee level in this institution.

SECTION SIX--SOME SUGGESTED REFORMS

____83. All faculty members on institutional committees should be appointed by the faculty senate president with other members appointed by the college president.

____84. Classified staff members should have a role in the institutional committee structure.

____85. An institutional committee system that assured meaningful participation of faculty in determining the policies and direction of the institution would promote greater participation on the part of the faculty.

____86. A systematic analysis of past committee topics of concern would be a legitimate way to determine what standing committees are necessary.

____87. The committee structure on major campus committees would be more representative and effective if committee members were elected from the constituent segments of the institution, such as divisions.

____88. Membership ratios of all institutional committees should be determined by proportional representation from faculty and administration.

____89. Each institutional committee should establish written goals for itself and evaluate its performance at the end of each year.

____90. Each committee should rotate its chairperson between faculty and administration on a yearly basis.

1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

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1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

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_____91. A committee on general education composed of faculty and staff with expertise in general education would be a meaningful addition to the institutional committee structure.

_____92. Minutes of all committee and subcommittee meetings should be kept and widely distributed to staff.

_____93. A college advisory committee augmented by lay members would be a useful way to ensure that the college is aware on a continuing basis of the needs of the community.

_____94. A committee on committees that reviews the work of and examines the need for each campus committee would be useful in eliminating committees that are not really necessary.

_____95. New policies or solutions to campus problems would receive wider campus support if institutional committees were named by the college president in consultation with the faculty senate president.

_____96. Committees that deal with curriculum and instruction should be chaired by classroom teachers, not administrators.

_____97. An all-college legislative council made up of representative proportions of faculty and administration (with power to override presidential vetoes by a 2/3 vote) would be a meaningful way to bring about real faculty participation in campus governance.

_____98. An institutional budget committee to assist in budget development, analyze needs, evaluate requests, coordinate data, and make recommendations for allocations would be a meaningful way to get real faculty involvement in campus governance and college development.

_____99. The curriculum committee of the college should concern itself with broad curriculum issues rather than just approving or disapproving new and revised course proposals.

_____100. The ratio on institutional committees should never be less than three faculty to each administrator.

MANY THANKS FOR YOUR HELP IN THIS STUDY. A COPY OF THE RESULTS WILL BE PROVIDED TO YOU IF YOU SO INDICATE.

1=strongly agree 2=agree 3=disagree 4=strongly disagree 5=no opinion

APPENDIX E

MEMORANDUM AND RELATED MATERIALS FROM DEAN OF INSTRUCTION TO COMMITTEE MEMBERS ANNOUNCING RESTRUCTURING OF CURRICULUM AND INSTRUCTION COMMITTEE (August 14, 1974).

APPENDIX E

STATE CENTER COMMUNITY COLLEGE DISTRICT

INTER COLLEGE OR INTRA DISTRICT COMMUNICATION

TO: 1973-74 Curriculum Committee Members **DATE:** Aug. 14, 1974

FROM: Arthur D. Ellish

REGARDING: 1974-75 Curriculum Committee

At the May 13, 1974, meeting of the Curriculum Committee, the decision was made to terminate the membership of the present committee and reorganize it for the 1974-75 school year. It will become a faculty committee, and will be composed of 2 instructors from each division, 1 Faculty Senate representative, 1 counselor, and 2 student representatives selected by the Student Senate, with the dean of instruction as committee chairperson. The recommendation for change was approved by the President's Cabinet.

Enclosed are minutes of the March 4, March 11, and May 13 meetings, approved by the dean of instruction, to complete your records for the 1973-74 school year.

ADE:jd
Enclosures Many thanks for your service during 73-74. ADE

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APPENDIX E

STATE CENTER COMMUNITY COLLEGE DISTRICT

INTER COLLEGE OR INTRA DISTRICT COMMUNICATION

TO: Dr. McCully
Members of the Augmented Cabinet

DATE: May 24, 1974

FROM: Arthur D. Ellish

REGARDING: The Recomposition of the Curriculum Committee

The Curriculum Committee, at its last meeting, recommended changes in the membership and methods of selection of members for the Curriculum Committee. I do concur wholeheartedly with the recommendations and I am herein presenting those recommendations in summary form for your review with my recommendation that they be approved.

1. Currently the Curriculum Committee is composed of some 24 members, a number considered to be larger than necessary. This current membership is heavily weighted with administrative personnel. The faculty representation on this committee, two instructors from each division, are currently appointed to the committee by the division deans.

2. The recommendation is that the curriculum committee be reconstituted in the following manner:

a. 2 full-time faculty members from each division elected by their teaching peers within the division

b. 1 member from the Faculty Senate, selected by whatever method the Senate desires

c. 1 counselor selected by his/her fellow counselors

d. 2 students selected by the Student Senate in whatever manner they deem appropriate.

The dean of instruction would continue to act as chairman of this committee. Given six divisions for the 1974-75 school year, the total membership of the committee would therefore be 17, including the chairman.

It must be understood that this recommended change in no way eliminates the division deans or other administrative personnel from involvement in the process of curriculum review and approval. The recommendation does reconstitute the Curriculum Committee as a democratically elected, and primarily faculty committee. The division deans as well as other administrative personnel would still be called on by the Curriculum Committee as resource personnel. Additionally, all administrative personnel would still be involved in the "process" when curriculum proposals are reviewed at the Augumented President's Cabinet meetings.

Respectfully submitted,

A. D. Ellish

ADE:jd

FRESNO CITY COLLEGE

MINUTES OF THE CURRICULUM COMMITTEE
May 13, 1974

Members present — A. Ellish, W. Beasley, G. Bill, J. Carty, M. Easton, G. Eckenrod, C. Elgorriaga, R. Ettner, G. Farrington, R. Handley, A. Herrera, L. Kavanaugh, D. Naman, D. Neuman, A. Odahl, Y. Statham, and Student Representatives Ty Knotts and Randy Rowe.

Special Studies 47 — During previous Curriculum Committee meetings there had been discussion regarding the need for a procedure whereby short-term, "one-shot" courses on current topics can be offered without going through the usual process for approving new courses. Dr. Ellish presented a new course request for SPECIAL STUDIES 47, course title to be selected, 1 unit, 3 hours lecture, 6 weeks, patterned to fit this need. Approval by the division dean and the dean of instruction, along with the general agreement of other instructors in the subject field will be all that is required to authorize offering such a course during any one of the 6-weeks periods in a semester. It was moved and seconded to approve the request. During discussion it was noted that no prerequisite was required. The motion was amended to add "Prerequisite: determined by the instructor." The motion passed as amended.

✓ Curriculum Committee Organization — Dr. Ellish stated that he is opposed to the composition and method of selection of members for the Curriculum Committee at FCC. It is an instructional committee which means faculty and the present committee is heavily weighted with administration. Division deans and other administrative personnel should act as resource personnel to be called on by the committee. After considerable discussion, it was MSC that the Curriculum Committee be made a faculty committee as recommended, of about 15 members with representation of student, Faculty Senate, and counseling, with the dean of instruction as chairman. It was agreed that the representation should include 2 faculty members from each division elected by their peers, 1 Faculty Senate representative, 1 counselor, 2 student representatives, and the dean of instruction who will serve as chairman, making a total of 17 (if the proposed Allied Health Division is approved).

Deadlines for Committee Action — The number of days necessary to prepare agendas and distribute materials to the committee prior to the meeting in which consideration will be given to allow adequate time for study by the committee members was discussed. A minimum of one week was indicated as the time needed for proper review of proposals.

General Education Pattern — Consideration was given to up-dating the list of General Education requirements for state university and college transfer certification to include new courses approved this year. It was noted that catalog copy is at the printers and it is too late to add these changes. It was MSC to revise the General Education pattern as follows:

1. Add Anthro. 4 and 13 to 2.2
2. Add Home Economics 31 and 39 to 2.2
3. Add English 15B to 3.2
4. Delete the "A" for Music 28A and 33A under 3.2 to make consistent with other music courses shown that have ABCD sections but are not so indicated.

Adjournment — The meeting adjourned at 4:45.

:jd

APPENDIX F

INSTITUTIONAL STANDING COMMITTEES AT

FRESNO CITY COLLEGE 1973-74

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APPENDIX F

FRESNO CITY COLLEGE

STANDING COMMITTEES

1973 - 1974

In establishing the membership of the Fresno City College Standing Committees, the committee chairmen were asked to submit recommendations to the President's Cabinet. The committees as approved by the Cabinet are herewith submitted to you so that you will know what responsibilities you will have next year.

Arthur D. Ellish
Dean of Instruction

Instructional Committees

- Committee on Curriculum and Instruction
- Committee on Evening College
- Committee on Innovations
- Committee on Library
- Committee on Sabbatical Leaves
- Committee on Special Projects
- Committee on Summer Session

Student Personnel Commictees

- Committee on Student Personnel
- Subcommittees:
  - Admission, Retention
  - Assemblies
  - Student Activities
  - Student Financial Aids
  - Counseling/Guidance
  - Health Services and Safety

Committee on Food and Bookstore Services

ADE:ss
9-19-73

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FRESNO CITY COLLEGE

CURRICULUM AND INSTRUCTION COMMITTEE

1973-74

Arthur D. Ellish, Chairman	Dean of Instruction
Gervase A. Eckenrod	Associate Dean, Business
Darlene Neuman (1972-75)	Instructor, Business
Albert Odahl (1972-75)	Instructor, Business
Franz Weinschenk	Associate Dean, Humanities
Carmen Elgorriaga (1972-75)	Instructor, Humanities
Yolanda Statham (1971-74)	Instructor, Humanities
Ray C. Cramer	Associate Dean, Math, Science & Engineering
Loren Gaither (1973-76)	Instructor, Math, Science & Engineering
Dorothy Naman (1971-74)	Instructor, Math, Science & Engineering
Wilbur S. Beasley	Associate Dean, Social Science
Gerald Bill (1973-76)	Instructor, Social Science
Gerald Farrington (1973-76)	Instructor, Social Science
Richard Handley	Associate Dean, Technical & Industrial
Joe Cadwallader (1972-75)	Instructor, Technical & Industrial
Richard Ettner (1973-76)	Instructor, Technical & Industrial
Mary Alice Easton (1971-74)	Counselor
Jackson Carty	Library
Alfred Herrera	Audio Visual Services
Larry Kavanaugh	Community Services
Alvan E. Perkins	Associate Dean, Guidance
~~Carl Waddle~~ Walter Brands	Faculty Senate Representative
2 Student Council Representatives	
Larry Martin	Ex Officio
Clyde C. McCully	Ex Officio

Time & place of meeting: Monday, 3:00 p.m. as needed--Board Room

Purpose of the committee: Responsible for improvement of instruction and curriculum (reference Curriculum Handbook)

FRESNO CITY COLLEGE

COMMITTEE FOR EVENING COLLEGE
1973-74

Lawrence W. Martin, Chairman	Dean of Evening College
Chester Duckhorn	Assistant Dean of Evening College
Arthur S. DeManty	Business
Doris N. Deakins	Associate Dean of Students (Women)
Alfred Herrera	Audio Visual Director
James Stoner	Bookstore Manager
Nick Flambures	Cafeteria Manager
Howard Goolsby	Apprenticeship Coordinator
David Hendrickson	Social Science
Percy Davis	Humanities
Larry Kavanaugh	Community Services Director
Ivan W. Lasher	Associate Dean of Admissions & Records
Loren Gaither	Math, Science & Engineering
Dean Larsen	Technical & Industrial
Dale Lumsden	Food Service Director, District
Peter Kuiper	Faculty Senate Representative
Eric Rasmussen	Counselor
Francis Svilich	Faculty Assoc. Representative
Ron Byrd	Librarian
Student Representative (Evening College)	
Arthur D. Ellish	Ex Officio
Clyde C. McCully	Ex Officio

Time and place of meeting: 4:00 p.m., Tuesday (October-March) dates to be announced. Board Room.

Purpose of the committee: Focus attention on the needs of the Evening Division as to administration, instruction, counseling, personnel services and special services.

COMMITTEE ON PERSONAL AND PROFESSIONAL GROWTH

Dr. Ellish----------co-chairman

Jack Hill (business)----co-chairman

Peter Kuiper----------speech/counseling

Carlos Gonzalez----------counseling

Larry Kavanaugh---------Community Services Director

Time and place of meetings: As needed at call of chairmen.

Purpose of the committee: To develop a program of in-service activities that stimulate faculty and staff personal and professional growth.

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FRESNO CITY COLLEGE

INNOVATIONS COMMITTEE
1973-74

Committee members to be named shortly.

W. Elliott - Chairman
J. Hall - Business Co. Chairman
Gardner - Soc. Sci.
Pipes - Humanities
DePry - M.S. & E.
D. Larsen - T & I
J. Cyska - Counseling
Herrera - Support Services
L. Kavanaugh - Community Services
R. Arroyo - E.O.P.
M. Graham - Enablers
J. Weinschenk - Administration

Time and place of meetings: As needed.

Purpose of the committee: Encourage, examine, review and recommend innovative instruction.

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FRESNO CITY COLLEGE

LIBRARY COMMITTEE
1973-74

Jackson Carty, Chairman	Director, Library
George Shine	Instructor, Business
Kenneth Owens	Instructor, Humanities
Delton Shirley	Instructor, Math, Science & Engineering
Noel Frodsham	Instructor, Social Science
Don West	Instructor, Technical & Industrial
Doris N. Deakins	Student Personnel
Wilbur Beasley	Administration
Cecile Carroll	Library Clerks
2 (Five) Students Appointed by (Committee Faculty Members) ? (Pres. of Student Body)	
Arthur D. Ellish	Ex Officio
Alfred Herrera	Ex Officio
Student Body President or Representative	
Ted Locker	Faculty Senate

Time and place of meetings: Twice a year. Committee is polled by questionnaire as to time and place of meetings.

Purpose of the committee: To gain ideas from students, faculty, and administration for improvement of the budget, organization, and services rendered by the library.

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FRESNO CITY COLLEGE

COMMITTEE ON SABBATICAL LEAVES

1973-74

Arthur D. Ellish, Chairman	Dean of Instruction
Wilbur S. Beasley	Associate Dean, Social Science
Ray C. Cramer	Associate Dean, Math, Science & Engineering
Gervase A. Eckenrod	Associate Dean, Business
Richard H. Handley	Associate Dean, Technical & Industrial
Franz Weinschenk	Associate Dean, Humanities
Mary Miller	*Instructor, Business
James O'Banion	*Instructor, Humanities
~~John Peterson~~ Jim McHenry	*Instructor, Math, Science & Engineering
Rod Gaudin	*Instructor, Social Science
Shannon Smith	*Instructor, Technical & Industrial
Lillian Richards	*Representative, Faculty Senate
Merle L. Martin	Ex Officio
Clyde C. McCully	Ex Officio

* Appointed by the President of the Faculty Senate

Time and Place of Meeting: As needed, in December and January.

Purpose of the Committee: Review, evaluate and rate sabbatical leave applicants for the subsequent school year.

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FRESNO CITY COLLEGE

SPECIAL PROJECTS COMMITTEE
1973-74

(Tentative)

Committee members to be named shortly.

B. Ellick - Chairman
W. Beeby
M. Martin
K. Love
G. Hankins
Karantsanis
Richards

Time and place of meetings: As needed.

Purpose of the committee: Encourage, examine, review and recommend special projects.

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FRESNO CITY COLLEGE

COMMITTEE ON SUMMER SCHOOL
1973-74

Lawrence W. Martin, Chairman	Dean of Summer School
Chester Duckhorn	Assistant Dean of Summer School
Percy Davis	Humanities
James Stoner	Bookstore Manager
Arthur S. DeManty	Business
Nick Flambures	Cafeteria Manager
Alfred Herrera	Audio Visual Director
Larry Kavanaugh	Community Services Director
Ivan W. Lasher	Associate Dean of Admissions & Records
Ronald Byrd	Library
Donald Larson	Social Science
Dean Larsen	Technical & Industrial
Dale Lumsden	Food Service Director, District
Loren Gaither	Math, Science & Engineering
Gerald Stokle Rod Hamlin	Faculty Senate ~~President~~ Representative
Celia Gomez	Counselor
Ted Locker	Faculty Assoc. Representative
Richard L. Cleland	Dean of Special Services
Student Representative at Large	
Arthur D. Ellish	Ex Officio
Clyde C. McCully	Ex Officio

Time and place of meeting: 4:00 p.m., Tuesday (April-May) dates to be announced, Board Room.

Purpose of the committee: Focus attention on the immediate needs of the Summer division as to instruction, student personnel and special services.

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FRESNO CITY COLLEGE

COMMITTEE ON STUDENT PERSONNEL
1973-74

Merle L. Martin, Chairman	Dean of Students
Arthur Ellish	Dean of Instruction
Lawrence W. Martin	Dean of Evening College
Alvan E. Perkins	Assoc. Dean of Students (Guidance)
Ward Lasher	Assoc. Dean of Students (Admissions & Records)
Douglas Peterson	Assoc. Dean of Students (Men)
Doris N. Deakins	Assoc. Dean of Students (Women)
Walter Brooks Tracy Miller	Faculty Senate Representative
David Hendrickson Jane Park	Faculty Assoc.
Student Representative (Evening College)	
Associated Student Body Executive Committee	
Two students at Large*	
Two Counselors	
Clyde McCully	Ex Officio

*To be appointed by Associated Student Body President

Time & place of meetings: 2nd & 4th Thurs. Tuesday 3:00 p.m.
Board Room

Purpose of the committee: Serve as review, study and recommending body on an institutional basis for all items pertaining to the student personnel area. Emphasis on student involvement and participation.

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FRESNO CITY COLLEGE

COMMITTEE ON ADMISSIONS, RETENTION
1973-74

Ward Lasher, Chairman	Assoc, Dean of Students (Admissions & Records)
Merle L. Martin	Dean of Students
Arthur Ellish	Dean of Instruction
Alvan E. Perkins	Assoc. Dean of Students (Guidance)
Douglas Peterson	Assoc, Dean of Students (Men)
Doris N. Deakins	Assoc. Dean of Students (Women)
Lawrence W. Martin	Dean of Evening College
Mary Alice Easton	Faculty Senate Representative

Faculty Member at Large

Faculty Members (Subcommittee on Academic Standards)

John Toomasian	Social Science
Len Bourdet	Social Science
Carolyn Gaunt	Business (one semester)
Ray McCarthy	Math, Science & Engr.
Harmon Allen	Technical & Industrial
Elizabeth Balakian	Humanities
Mary Alice Easton	Faculty Senate Representative

Clyde McCully — Ex Officio

Time and place of meetings: Meetings to be called by chairman as necessary.

Purpose of committee: Serve as an appeals committee for students with admission and/or retention problems.

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FRESNO CITY COLLEGE

COMMITTEE ON ASSOCIATED STUDENT BODY ASSEMBLIES
1973-74

Doris N. Deakins	Assoc. Dean of Students (Women)
Douglas Peterson	Assoc. Dean of Students (Men)
Larry Kavanaugh	
Charles Quinn	
Sara Dougherty	
Associated Student Body President	
Six Students*	
Clyde McCully	Ex Officio

*To be appointed by Associated Student Body President

Time and place of meetings: On call

Purpose of the committee: To plan all ASB sponsored assemblies and film programs.

FRESNO CITY COLLEGE

COMMITTEE ON STUDENT ACTIVITIES
1973-74

Doris N. Deakins, Chairman	Assoc. Dean of Students (Women)
Douglas Peterson	Assoc, Dean of Students (Men)
Alvan E. Perkins	Assoc. Dean of Students (Guidance)
Mary Alice Easton	- Counselor
Student Body President	
Hans Wiedenhoefer	Director of Athletics
Commissioner Student Union	
ICC Chairman	
Student at Large*	
Mary Miller	Faculty Senate
Clyde C. McCully	Ex Officio

*To be appointed by Associated Student Body President

Time and place of meetings: On call

Purpose of the committee: To coordinate the Student Activity Schedule and develop new policies, rules and regulations pertaining to these units.

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FRESNO CITY COLLEGE

COMMITTEE ON STUDENT FINANCIAL AID

1973-74

Merle L. Martin, Chairman	Dean of Students
Douglas Peterson	Assoc. Dean of Students (Men)
Doris N. Deakins	Assoc. Dean of Students (Women)
Eric Rasmussen	Counselor
Walter Brooks	Counselor
Robert Arroyo	EOPS Coordinator

Student Scholarship Commissioner

Faculty Member From Each Division
- Carmen Elgorriaga
- Clifford W. Eischen
- Don Larson
- Leo Takeuchi
- James Ross

Bruce Morris	Faculty Senate
Gay McCline	Faculty Assoc. Representative

Five Student Representatives* (One from each ethnic group as used in reports to the U.S. Office of Education)

1. American Negro
2. American Indian
3. Oriental American
4. Spanish Surnamed American
5. Other White

Donald G. Watson, Executive Secretary	Director, Financial Aid
Clyde C. McCully	Ex Officio

*To be appointed by Associated Student Body President and Financial Aid Officer

Time and place of meetings: Twice each semester as needed.

Purpose of the committee: To serve as a vehicle to bring thoughts of the various parts of the academic community together on the formulation and supervision of the institution's policy on student financial aid.

FRESNO CITY COLLEGE

COMMITTEE ON COUNSELING/GUIDANCE
1973-74

Alvan E. Perkins, Chairman	Assoc. Dean of Students (Guidance)
Merle L. Martin	Dean of Students
Doris N. Deakins	Assoc. Dean of Students (Women)
Richard Sandau	Faculty Senate
Five Counselors (Each Division)	
Five Major Faculty Advisers (Each Division)	
Financial Aid Officer	
Clyde C. McCully	Ex Officio

Time and place of meetings: Fall: November 15, 1973 3:00 p.m.
Spring: March 15, 1974 3:00 p.m.

Purpose of the committee: Suggest and review proposed modifications of the Counseling and Faculty Advising functions.

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FRESNO CITY COLLEGE

COMMITTEE ON HEALTH SERVICES AND SAFETY
1973-74

Margaret McBride	College Nurse
Wilbur Beasley	Assoc. Dean, Social Science
Doris Deakins	Assoc. Dean of Students (Women)
Jane Shriner	Physical Education (Women)
Jack Mattox	Physical Education (Men)
Kim Shriner Chester Duckhorn	Chief of Police Assistant Dean of Evening College

Faculty Member From Each Division

Ralph Porter	Math, Science & Engineering
Lucille Rash	Business
Venancio Gaona	Humanities
David Dickie	Technical and Industrial

One Student From Each Division*

Vicki Natali — Faculty Senate Rep.
Clyde C. McCully — Ex Officio

*To be appointed by Associated Student Body President

Time and place of meetings: As called by chairman

Purpose of the committee: Serve as a review, study, and recommending body for health services and safety features on an institutional basis.

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FRESNO CITY COLLEGE

COMMITTEE ON FOOD AND BOOKSTORE SERVICES

1973-74

Richard L. Cleland	Dean of Special Services
Doris N. Deakins	Associate Dean of Students (Women)
Douglas Peterson	Associate Dean of Students (Men)
Margaret N. McBride	College Nurse
Dale Lumsden	Food Service Director, District
Nick Flambures	Cafeteria Manager
James Stoner	Bookstore Manager
Barbara Alfaro (Emeritus)	Faculty Assoc. Representative
Student Representatives (2) to be Appointed	
Douglas Peterson	A.S.B. Advisor
Ted Fischer (Bookstore)	Faculty Senate Rep.

Time & place of meetings: Not scheduled as a regular meeting. (Meetings called only upon request by students, faculty and members, to discuss problems as they arise.)

Purpose of the committee: To discuss and recommend, to President's Cabinet, problems as they arise, regarding operation, procedures and management.

APPENDIX G

PROJECT 75: A STRATEGY FOR CHANGE; A PAPER PREPARED BY G. STOKLE AND L. KAVANAUGH OUTLINING A PLAN FOR A YEAR-LONG STUDY OF INSTITUTIONAL GOALS AND OBJECTIVES AT FRESNO CITY COLLEGE (1974)

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APPENDIX G

PROJECT 75: A STRATEGY FOR CHANGE

Preface: The impetus for this proposal and report grew out of a number of on and off-campus activities during the past few years and was focused and clarified by attendance at the 29th Annual Conference on Higher Education of the American Association of Higher Education held in Chicago March 10-13, 1974. We were accorded the privilege of attending the conference as an "Institutional Improvement Team" and were able through this format to meet regularly, formally and informally, with some of the leading researchers in the country in the area of institutional change. We used this opportunity to gather information and advice on how to effect change in institutional governance at Fresno City College. Among the persons we had contact with were: David S. Bushnell, Director for Program Development of the Human Resources Research Organization (Alexandria, Va.) and the Director of Project Focus, a year-long study of Community Junior Colleges throughout the U.S. funded by the Kellogg Foundation and sponsored by the American Association of Junior Colleges; Jack Lindquist, executive director, Strategies for Change and Knowledge Utilization (Saratoga Springs, N.Y.); Walter W. Sikes, director, Center for Creative Change in Higher Education (Yellow Springs, Ohio), Arthur Chickering, vice president of Empire State College and author of Education and Identity; Warren Martin, vice president of the Danforth Foundation and author of Conformity; J. Victor Baldridge, Director of the Stanford Project, a study of governance at 300 colleges and universities; and members of teams from other community colleges, colleges, and universities from many areas of the country with focused interest in bringing about change in their institutions.

In addition to personal contacts with persons related to the "Institutional Improvement Team" project we accumulated literally

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dozens of references to materials and persons that would be of value in considerations by our institution for change. We are following up on many of those suggestions and referrals at this time and we hope by the end of the semester to have accumulated a library of materials and suggestions covering much of the significant information and experiments concerning institutional change in American colleges and universities in recent years.

We went to Chicago with four general areas of interest to study in relation to institutional change. All of them were related to effecting change in institutional governance. Briefly, the topics were:

1. Who bears the responsibility for developing policy at the campus level? Should this be essentially a faculty function with administration as resource persons? Should it be a shared faculty-administration task? Or is it an exclusively administrative task?

2. To what extent is it possible to restructure institutional governance to enhance the role of faculty in policy development at Fresno City College?

3. What in-service activities or information can be made available to faculty and staff to clarify the responsibilities for policy development and interpretation/implementation among faculty and staff?

4. Who or what group bears the primary responsibility for interpreting and implementing policy decisions once such decisions are reached and ratified at district and board levels.

We had some basic ideas what the "right" answers were to these questions, but we were looking for evidence, new research, and models for a division of responsibility between faculty and administration and models for a system of shared governance that would work on our own campus. Through the workshops and the consultation with the experts available to us our primary purpose soon became a strategy for

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implementing a system of shared authority on our campus that would be functional and possible given the unique characteristics of a public, community college in a multi-campus district serving an urban and rural population. Our preliminary conclusions and a suggested strategy are covered later in this paper.

A second activity we have been engaged in for the past seven months is a doctoral program for community college faculty and staff sponsored by Nova University, Fort Lauderdale, Florida. In particular our research and study in the past three months has focused on management theory and on governance in the community college as it can be related to widely accepted management principles. Our reading has exposed us to various models that have been tried and do work at other institutions having much in common with our own.

It now seems obvious to us and to others in the Nova cluster that our governance structure, while able to function adequately and often even efficiently, and well, is based more on tradition and crisis reaction than on sound management principles that give due recognition to the faculty as the primary educational resource on campus. This, we believe, is related to the heritage of administrative style of the institution, the basically conservative nature of the community and past boards of trustees, and to the failure of the institution to evolve a sound philosophical base for itself and to develop goals and objectives based on a widely understood philosophy for our existence. As an institution we have not seemed willing to take the advice we give students: "To fail to plan is to plan to fail."

A third factor in bringing focus to the need for change in our institution has been two major documents the college has generated in the past two years: The Accreditation Report of fall, 1972 and the Redford Report on Administrative Reorganization. Both assess where we

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are now and recommend changes that are widely supported, we believe, on campus. Neither really address what we see as the need for the institution to go back to its roots and decide on the basis of a fundamental statement of philosophy what it ought to be.

The accreditation process, we believe, is important and useful more often in theory than in fact. Accreditation applications tend to tell the institution and the visiting team of the commission what they want to hear and focus too often on what is, rather than the distance between what an institution ought to be and what it is. The "self-study" of which accreditation makes so much doesn't really go back to basic purposes and the philosophical underpinnings those purposes rest on. We contend the "ought to be" must be understood in some meaningful way by the whole institution before the "is" can be measured in any meaningful way.

That the Redford Report was commissioned argues for the widespread recognition of the need for change in our institution. We find it hard to accept, however, that changing the administrative structure of an institution changes the institution. Certainly, such change can be a healthy means of alleviating recognized dysfunction in an institution and can be the creator, thereby, of heightened faculty and staff morale for a period of time. But can it really change the institution itself? We think not. We think, along with Henry Higgins, that the exterior, the part that shows (on administration charts) is the tip of the iceberg and that what we really need to do is "straighten up the mess that's inside." We do not think that this can be done quickly, or without wide involvement of all staff (and students, and community), or without going back to the basic reason why the institution exists and what its philosophical base is. Once that philosophical base is established, then it should be possible to derive goals and objectives based on it

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and to agree on the governance structure that will best allow those goals and objectives to be accomplished as fully as possible.

The need for change at Fresno City College. This topic is touched on in a number of contexts above. Instead of belaboring the point that has been made so well by Toffler, Drucker, and others, we would like to cite three quotations from significant writings on governance that address the topic better than we could:

Harold L. Hodgkinson, "College Governance: The Amazing Thing is that it Works at All," ERIC Report 11, ERIC Clearinghouse on Higher Education, 1971.

> On almost any campus, the processes of campus governance are dictated largely by intuition, irrational precedent, and from-the-hip responses, with perhaps a tiny fraction based on fact. Although we have feelings and hunches about governance, we have learned precious little since Machiavelli wrote his classic handbook for all who would play the power game." (p. 1).

The Committee for Economic Development, Research and Policy Committee, The Management and Financing of Colleges, October, 1973. p. 28.

> The broad, basic purposes of education...are determined by the nature of the culture, social institutions, and individual interests. It is within the general framework of these purposes that each college or university must define its own goals. Unless these are clear and conform to the unique characteristics and abilities of the institution, its resources may be dissipated in activities that fail to provide the quality of education of which it is capable. Goals should be few in number and must be conceived and formulated with much care. To be operational, the goals must be supported by specific objectives pertaining to instruction, research, and service; these objectives serve as points along the way of the educational program that must be reached progressively if the institution's goals are to be realized.
>
> Establishing basic goals and specific objectives and committing the institution's resources to them according to carefully planned priorities are the basic management tasks of a college or university. This is the joint responsibility of trustees, administration, and faculty. Students, alumni, and community leaders can give valuable assistance when effective techniques of communication and consultation are utilized.

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> A statement of educational goals and objectives must relate the institution's educational purposes and activities to the daily tasks of management and finance. Unless goals are concrete and specific and point up the mission of the institution, they may produce little more than confusion. Goals should be consonant with the distinctive character of the institution and its established responsibility to the public and its patrons.

Peter F. Drucker, "Principles of Management Used to Improve Efficiency," Selected Issues in College Administration, Teachers College Press, Teachers College, Columbia University, 1967.

> The most dangerous thing and the most common thing for top-management people to do is to plead iron necessity for doing on a fire-fighting, spot-welding, day-by-day basis what actually requires fundamental policy decisions and fundamental changes. All one can do that way is to delay a little. One does not gain anything. One only survives until the next crisis and one gets weaker and weaker and more beaten and more tired and less able to seize opportunity even when it knocks at the door, which it very rarely does. (Problems knock at the door. In fact, problems don't even bother to knock. For opportunity, you have to go outside. Opportunities, like very beautiful girls, do not sit and wait for the suitor. They are confident. They know someone is going to woo them, court them. Opportunities don't knock. One has to seek them by going outside or at least opening the window and looking out.) And if you are that busy and that harrassed and that preoccupied, as all of you are, with just sustaining life for another year, opportunity goes elsewhere.

Some fundamental assumptions. In submitting the proposed plan for action we are proceeding on the basis of two fundamental assumptions about Fresno City College and all institutions of post-secondary education. The first one is that the most appropriate form of governance for a college is shared authority by faculty and administration.* This is well supported in the literature of higher education and in educational adaptions of management theory, which recognize a distinction between industry and education.

The second assumption is that the faculty collectively forms the largest single pool of educational expertise on the campus. The reason

*and to some extent, students.

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it is incumbent on faculty to assume a significant role is that "An institution without strong faculty involvement in governance and management deprives itself of major professional resources that it needs to design and pursue effectively a high-level educational program." (CED on The Management and Financing of Colleges, p. 22). Or, to put it another way: "A faculty which refuses to get effectively involved in the governance of an institution and declines to see beyond the range of departmental interests must forfeit its right to have a large voice in determing the policies which shape its academic life. Those who prefer to be treated as hired hands are likely to be honored by this preference." (William P. Fidler, "Presidential Authority in Academic Governance," Selected Issues in College Administration, Teachers College Press, Teachers College, Columbia University, 1967, p. 38).

What changes are desirable and seem called for? We would like to propose for consideration the following strategy for change at Fresno City College. We are not at this time sure what the best mechanics are to get the change process underway, but we are fairly certain of the stages that ought to be followed. The elements of the plan are as follows:

LONG RANGE GOAL--The implementation of a system of participatory governance at Fresno City College(possibly utilizing a federal model with a unicameral senate as the major legislative body).

SHORT RANGE GOALS--

1. The formation of a college committee of broad representation, but not larger than ten-to-25 members, to develop a written survey instrument and evolve a 200-250 word statement of institutional philosophy. The committee would publish a series of working papers and hold hearings on them. The committee would attempt to get discussion of the philosophical position going on all levels of the campus. The committee should be chaired by the college president.

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2. Using the statement of philosphy as a base, the college should launch a long-range study of and redefinition of institutional goals, utilizing a faculty, staff, administration, board, student, and community committee. This committee should be no larger than 12-15 and should have a preponderance of faculty and could be chaired by a faculty member or the college president.

Some steps in the committee process might be:

a. Launch the study through and with the approval of the Faculty Senate.

b. Utilize the Institutional Goals Inventory (IGI) administered at Fresno City College in 1972 as a data base and use the statement of institutional philosophy as a continual reference point. If the IGI data seems dated or the sample too small, the committee could utilize another similar instrument.

c. Have the data interpreted by ETS (Educational Testing Service) or some other independent agency.

d. Use a nationally-recognized consultant to "launch" the study and to monitor progress of the committee.

e. Establish a timetable for the deliberations of the committee.

3. Develop a delivery system of in-service activities to create a high level of understanding among faculty and staff of participatory governance theory and structures.*

4. Develop a governance structure that will promote the realization of the developed institutional goals.

*This activity could obviously go on concurrently with number 2 and to some extent the deliberations of the committee on institutional goals would probably be involved in this area.

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Timetable. We anticipate on the basis of information we have read and discussed with experts at the conference that the full achievement of a participatory governance structure at this college might take as long as five years. Certainly nothing can be done, with the exception of the in-service activities related to governance, until the statement of institutional philosophy is finalized. We anticipate that might take a year or longer. The definition of institutional goals and objectives might take another year, and agreement on a governance structure could take still another year or more. We do not think a protracted time frame for these activities is necessarily unhealthy, and it is probably necessary in a traditional institution such as ours. Far more important than immediacy is consensus, understanding, and faith in the philosophy and goals that are developed, by all members of the college community.

A word about collective bargaining. The advent of collective bargaining in education in California need not have a negative affect on the plan for change outlined above. Some will argue that collective bargaining will drive faculty and administrative personnel into two divided camps and the resultant situation will preclude future cooperation by those two groups in the educational enterprise. We do not think this need be so. It may even be that collective bargaining will enhance the climate for participative governance on college campuses including ours. If the law and the contract based on it, as they do in Minnesota and some other states, specifically exclude educational policy considerations from the bargaining agreement, we believe the climate for participatory governance will be strengthened. Matters of salary, working conditions, and grievance would be the exclusive province of the negotiating bodies and the major part of the faculty and administration could turn their attention to educational policy formation and implementation free of such

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"hygiene"* considerations as would be covered in the contract.

LARRY KAVANAUGH

J. GERALD STOKLE

*As used by Herzberg to define factors such as salary and working conditions that only prevent dissatisfaction on the job but do not provide satisfaction. For a detailed treatment see F. Herzberg, The Motivation to Work, John Wiley & Sons, Inc., New York, 1959.

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ACADEMIC GOVERNANCE:

Victor Baldridge: Stanford Study on Governance
COLLEGE GOVERNANCE
1. Environmental conditions affect governance:
Community attitudes, enrollments, faculty market, public confidence, and financial support: If all these high- leads to- high degree of faculty participation in budget, etc.
Changes in environmental conditions will raise or lower faculty participation in governance.

2. INSTITUTIONAL TYPOLOGY:
Faculty participation in governance is directly related to institutional type. Institutions can be ranked from private multiversities, public multiversities, elite 4-year colleges down to public junior college. The higher the rank in the order, the greater the participation in academic governance.
Faculty and student participation is directly correlated. The more faculty participation, the more student participation. The lower you go on the scale, the more are contracts lengthy and specific.

3. CONSEQUENCES (the Future)
Unprecidented conflict over resourses, budget, governance.
Responses: increased demands for CB and unionization.

RESULTS OF CB

1. Higher bifurcation between administration and unions. Employer-employee relationship.
2. Regularized promotional procedures
3. Rigified innovation
4. Increasingly regularized procedures Senates become eclypsed as everything becomes bargainable. College governance relationship regularized.
5. Contract negotions cause use of state agencies by unions and boards.
6. Increased state intervention into an area of local autonomy.
7. Greater centralization and standardization on campus re tenure procedures, evaluation, etc.
8. Student participation in governance threatened. Students will form own unions, do their own bargaining.
9. The contention that participation in governance will decrease demand for CB is not supported.
10. No correlation between unionizing and sense of satisfaction.
11. A good correlation between unionization and higher salaries.

Stuart Edelstein (Center for Research and Development in Higher Education, U.C. Berkeley): THE CAMPUS SENATE

Includes faculty students administration, sometimes trustees, classified, alumni and public. 226 community colleges have this, but also popular in wide range of institutions.
Reasons for the demise of campus senates:
a) Advent of a faculty union. Faculty contracts cover: tenure, teaching load, salary, fringe benefits, released time, institutional participation.

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b) Special interest groups e.g. blacks, faculty, students, administrators, turned down the campus senate on grounds of self interest. Feeling their special interests may get blurred.

c) No effective redistribution of power. Administration hoped merely to improve image. Faculty hoped for more democratic decision-taking. Since authority to govern derived from top down, issues became increasingly trivial. Decisions regarding budget, tenure, curriculum avoided.

MOST SUCCESSFUL
If the college is mission directed. If purposes are commonly held and accepted by total institution.
ACCOMPLISHMENTS:
a) better communication b) better consensus of opinion, direction, and purpose.
PROBLEMS:
With jurisdiction, role definition, and individual member social status.
FUTURE:
Colleges are moving more into external control. Governance structure is becoming part of union contract. Campus senate could become stabilized under collective bargaining condition. It only works where communication is free and the institution is goal-oriented.

KENNETH MORTIMER (Professor and Research Associate, Center for Study of Higher Education, Penn. State University):
COLLECTIVE BARGAINING ELECTIONS

Preamble: 28 states considering CB. Expect ½ to be unionized by 1980. Lower the tier of academe, the stronger the vote for bargaining. Administration usually opposes CB and issues statement to that effect.
Trends: a) Increase in unionization
b) Federal legislation may pre-empt state legislation
c) Opposition to CB only in 18/83 cases.
d) In CC's mostly NEA or AFT.

IMPACT OF COLLECTIVE BARGAINING ON STUDENTS
Carol Bond, co-director, ASUC Student Lobby Sacramento

Problem
With the advent of faculty collective bargaining, students will be in danger of being eliminated from committees on campus governance, and phased out of all decisions regarding the following:

Faculty workload, facuty tenure, class size, weekend instruction, academic calendar, tuition, curriculum, grading policy, quality of instruction, curriculum innovation, independent studies, ethnic programs, effects of strikes on instruction, student discipline and student participation in college governance.

CONCLUSION
Students will therefore organize political lobbies at local and state levels and demand participation in collective bargaining processes. In many cases, they may very well side with administrative opinion.

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HIGHER EDUCATION: BREAKING UP THE YOUTH GHETTO

Ernest L. Boyer Chancellor, State University of New York

While some traditional doors of education are now closing, some nontraditional ones are beginning to swing open. Higher education may be entering a period of great renaissence rather than decline.

CHANGES:

1. Students leave college early or enroll for only part-time study. SUNY: part time students are up 6.6% yearly.
2. The work is down from 62 hours per week in 1900 to 37½ today. The four day and three day work week are serious propositions.
3. Life expectancy has increased from 47 in 1900 to 71 in 1971. By 2000 A.D. ½ the population will be over 50; 1/3 over 65.
4. Mid-career people have more leisure time and they face the crisis of early obsolescence.

We need to adopt new ways to provide recurrent education, while adapting to the changing population curve.

SUGGESTIONS

1. More flexible undergraduate education. Some schools pre-enroll high school student graduates, then hold their accaptance while the young person devotes a year or more to work or travel before coming to the campus. There is a growing interest in a step-out program which grants students a leave of absence after several years of college before they finish their degrees. Mature young students can continue their education while engaging in work apprenticeships as well.
   RECURRENT EDUCATION should be for specific groups with specific programs for their needs.

EXAMPLES OF RECURRENT EDUCATION

1. Correctional Institutions: 1000 in New York finished GED high school equivalancy tests each year, out of 14,000 men. The University has opened a college for inmates.
2. Servicemen and women - over 340,000 volunteers enter the forces every year. We need to develop a college program to serve those stationed close to campus as well as those distant.
3. Educating practicing professionals is a major challange. Some states now require nurses to take course work before they can be relicensed.
4. Those in industry, business and the home cannot be overlooked. Most employees now have more leisure time, which often leads to fatiguing moonlighting jobs taken not to increase cash, but to head off boredom. Labor contracts include more education agreements which free workers to study in the factory, store, or laboratory- minicourses, seminars, and video-lectures to head off obsolescence, and usefully fill their leisure time .Labor contract sabbaticals.
5. Education of the Elderly.
   One N.Y. campus has a residence hall full of retirees, while another has apartments for people 45 or older. Establish an "Emeritus College on campus, if you will. If we can go to the factories, why can't we also go into the nursing homes and retirement villages. Why should a person, after a lifetime of productive work and experience, be allowed to vegetate intellectually simply because of the physical impairments of age.

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PAYMENT

We have medicare for the body, why not educare for the mind. The cost would be modest, the returns would be enormous. Freedom to learn, whatever one's age or stage in life should be added to FDR's four freedoms, to make a fifth.

INTERNAL HURDLES

If colleges are to serve non-traditional groups of students, there will be needed: new courses, new schedules, new locations and new attitudes among faculty and staff. There is also the central issue of academic excellence. Some fear that more flexible programs for older people will somehow reduce quality. Quite the opposite is true. Older students are often highly motivated. They are more diligent, and more sure of where they want to go.

When colleges find ways to extend their programs, older students will respond. Between 1960 and 1970, the number of adults engaged in some kind of full time study shot up from 9.6 to 25 million, almost tripling in one decade. Its been estimated that next year over 80 million older persons will participate in some form of education, some on campus, but also in other places such as libraries, churches, and with industry.

Like wars and generals, education is much too important to be left only to the young.

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VIII. FOOTNOTES

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[1]Victor Baldridge. "Academic Governance: Three Views of the Art," (Talk presented at 29th Annual Conference of the American Association of Higher Education, Chicago, March 12, 1974).

[2]Morris Keeton. Shared Authority on Campus. (Washington, D.C.: American Association for Higher Education, 1971).

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